MASTER OF ARTS
IN POLITICAL SCIENCE

PSC-1.2: ADMINISTRATIVE THEORY: PRINCIPLES AND APPROACHES

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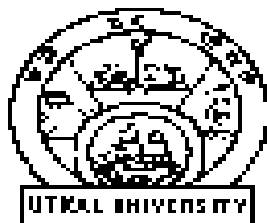
AUTHOR

Dr.Jayanta Kumar Dash
Dr.Ratnaprava Barik

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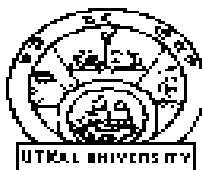
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PSC-1.2
ADMINISTARATIVE THEORY: PRINCIPLES AND APPROACHES

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Program Name: Master in Political Science   Program Code: 010316

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Dr. Swapna S. Prabhu, (Member)

Asst.Professor, Dept. of Political Science, Utkal University, Vani Vihar, Bhubaneswar

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COURSE WRITER:

Dr. Jayanta Kumar Dash, Asst. Professor, in Political Science, Astranga Degree college, Puri.

Dr. Ratnaprava Barik, Asst. Professor in Political Science, Panchayat Degree College, Boudh

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PSC-1.2- ADMINISTRATIVE THEORY: PRINCIPLES AND APPROACHES

Content

BLOCK-1: INTRODUCTION TO PUBLIC ADMINISTRATION

UNIT-1: NATURE AND SCOPE OF PUBLIC ADMINISTRATION

Structure

1.1: OBJECTIVES

After going through this unit, you will be able to know:

- The concept of Administration
- The concept of Public Administration
- Meaning and Nature of Public Administration
- Scope of Public Administration

1.2: INTRODUCTION

Public Administration is one of the important concepts of the study of administration. Therefore, before understanding the meaning of Public Administration, it is necessary to understand the meaning of the word "Administration". The word „Administration" is derived from the Latin word 'ad' and 'ministrare' which means „to serve" or „to look after the people" or „to care for" or to manage. Thus, literally the term administration means management of affairs- public or private. Administration is as old as the human civilization and human existence. It is the administration

which controls and stabilizes the society. The whole society has been guided by the norms and values of the administration. So the society without administration is not effective. It is the administration which brings society from a set of ignorance to the brightened antiquity. The society is the best whose administration is the best. So knowledge about administration is very important for the students of Political Science.

1.3: MEANING OF ADMINISTRATION

The concept of administration is defined by various writers in the followings:

According to **E.N. Gladden** "Administration is a long and slightly pompous word, but it has a humble meaning, for it means, to care for or look after the people, to manage affairs is determined action taken in pursuit of a conscious purpose."

According to **L.D. White** "The arts of Administration is the direction, coordination and control of many persons to achieve some purpose or objective."

According to **F.A. Nigro,** "Administration is the organization and use of men and materials to accomplish a purpose."

According to **H.A. Simon,** "In the broadest sense administration can be defined as the activities of groups cooperating to accomplish common goals."

According to **K. Henderson** "Administration is the arrangement of men and materials in the rational carrying out of purposes."

According to **D. Waldo,** "Administration is the type of cooperative human effort that has a high degree of rationality."

According to **James Mc Canny** "Administration is the organization and use of men and materials to accomplish a purpose. It is the specialized vocation of managers who has skills of organizing and directing men and materials just as definitely as an engineer has the skill of building structures or a doctor has the skill of understanding the human ailments."

According to **J.E. Berkley** "Administration is a process involving human beings jointly engaged in working towards common goals."

According to **to Brooks Adams** "Administration is the capacity of coordinating many and often conflicting social energies in a single organism, so adroitly that they shall operate as a unity."

According to **Ordway Tead** "Administration is a variety of component elements which together in action, produce the result of a defined task done. Administration primarily, is the direction of people in association to achieve some goal temporarily shared. It is the inclusive process of integrating human effort so that a desired result is obtain. It is the central power house of the motivational impulsion and the spirit which makes the institution drive to fulfil its purpose."

According to **F.M. Marx** "Administration is a determined action taken in pursuit of a conscious purpose. It is the systematic ordering of affairs and the calculated use of resources aimed at making those things happen which one wants to happen and foretelling everything to the contrary."

According to **John A. Veig** "Administration is determined action taken in pursuit of conscious purpose. It is the systematic ordering of affairs and the calculated use of resources, aimed at making those things happen which we want to happen and simultaneously preventing developments that fail to square with all our intensions. It is the marshalling of available labour and materials irorder to gain that which is desired at the lowest cost in energy, time and money."

According to **Luther Gluck** "Administration has to do with getting things done; with the accomplishment of defined objective."

According to **James L. Mc Canny** Administration is the organization and use of men and materials to accomplish a purpose. It is the specialized vocation of managers who have skills of organizing and directing men and materials just as definitely as the engineer has the skill of building structure or a doctor has the skill of understanding human ailments.

According to **Piffner and Presthus** "Administration is the organization and direction of human and material resources to achieve desired ends. Thus, it becomes clear that administration is essentially a group activity which involves co- operation and co-ordination to achieve desired goals."

From the above, in a broader sense the term "Administration" signifies the following four different perspectives taking under different context it is used. They are (i) As a Discipline, (ii) As a vocation, (iii) As a process, (iv)As a synonym for the word Executive or Government.

As a discipline it deals with the name of a branch of learning or intellectual discipline as tought and studied in colleges and universities. As a vocation it deals with the types of work or trade or profession or occupation specially one that involves knowledge and training in a branch of

advance learning. As a process it deals with the sum total of activities undertaken to implement public policy or policies to produce some services or goods. As a synonym for word executive or Government it deals with such other body of persons in supreme charge of affairs for example Bush Administration, Nehru‟s administration and present Modi‟s administration.

1.4: MEANING OF PUBLIC ADMINISTRATION

Public Administration is to the state what a shadow is to the body. It is the front of the state. It is visible, standing manifestation of the state. Its importance depends on the stage of development of the society. As the society becomes complex and advanced, its public administration, too, becomes of crucial significance. Its role does not decrease- the nature of its work changes. Public Administration is a part of the administration and a contemporary concept of governance. It is a collective activity to attain some specific goal. While coordinating with club, association or the company, the administration develops private administration and while relating with the state and central Government this is developed as Public Administration. Public Administration has obtained a specialized position in the academic field. It is like any other administration which is carried out in public interest. It is centrally concerned with the organization of government policies and programme as well as the behavior of officials formally responsible for their conduct. In this regard, many public servants are considered to be public administrators, including heads of city, county, regional, state and federal departments such as municipal budget directors, Human Resources administrators, city managers, census managers, state directors, and cabinet secretaries. Public administrators are public servants working in public departments and agencies, at all levels of government.

With the growing complexity of contemporary life, the importance of public administration has been increasing. This is because of the need for intervention by the State in the day -to-day activities of the citizens. There is hardly any aspect of a citizen‟s life which does not come into contact wit h some government agency or the other. In ancient times the needs of the citizens were limited. They could, therefore, live in more or less self-sufficient village communities producing in the village itself whatever they needed for their simple existence. The scientific and industrial revolutions have changed the situation. The industrial products require a degree of specialization which makes it necessary for the communities to live in bigger cities. The means of production have become rather complex and require a much greater degree of organizational effort. A number of activities can no longer be organized by the citizens privately or even by village or city communities. The national government and the State and the local

governments have, therefore, to come forward to provide the necessary infrastructural facilities for organizing production as well as for facilitating community living. For example, roads and Railways have to be built to facilitate the transport of raw material to the site of production as well as to facilitate the distribution of the manufactured goods. These facilities are also required to meet the needs of the citizens in moving over long distances required by modern day living. Similarly, communication facilities like the telephones; microwave transmissions, satellite communication etc. have to be provided to meet the needs of the communities. All these require massive investments in human and material resources far beyond the capacity o f small village or even city communities. These investments have to be made by the national government and administered with the help of the local governments and the local communities. Apart from the financial investments, a lot of organizational effort is required to meet these needs of the citizens. The points of contact between the citizens and the government have, therefore, increased tremendously. The importance of public administration has been keeping pace with these developments. The interest of the scholars in the study of public administration has also been correspondingly increasing. Although the study of public administration as a separate discipline is of recent origin, the subject has been studied for quite a long time as a part of the discipline of the political science. Before taking up a study of the subject of public administration, it would be worthwhile to have an idea of the meaning and scope of the subject.

1.5: DEFINITIONS OF PUBLIC ADMINISTRATION

According to **Woodrow Wilson** "Public Administration is a detailed and systematic application of law. Every particular application of law is an act of administration." He further says "Administration is the most obvious part of the government. It is the government in action. It is the executive, the operative, the most visible side of the government."

According to **Percy Mc Queen**, "Public administration is administration related to the operation of the government, whether local or central."

According to **Luther Gullick** "Public administration is that part of science of administration which has to do with the government and thus concerns itself primarily with the executive branch, where the work of the government is done though there are obviously problems in connection with the legislative and judicial branches."

According to **H.A. Simon** "By Public Administration is meant in common usage, the activities of the executive branches of the national, state and local governments."

According to **L.D. White** "Public Administration consists of all those operations having for their purpose the fulfillment or enforcement of public policy."

According to **Pfiffner** "Public Administration consists of doing the work of the government whether it is running an X-ray machine in a health laboratory or coining money in the mint …Public Administration consists of getting the works of government done by coordinating the efforts of the people so that they can work together to accomplish their set tasks."

According to **E. N. Gladden** "Public Administration is concerned with the administration of the government."

According to **H. Walker** "The work which the government does to give efforts to a law."

According to **Willoughby** "The term administration may be employed in Political Science in two senses. In its broadest sense it denotes the work involved in the actual conduct of governmental affairs regard less of the particular branch of government concerned. It is thus quite proper to speak of the administration of the legislative branch of the government, the administration of justice or judicial affairs or the administration of the executive branch as well as the administration of the affairs of the administrative branch of the government, or the conduct of the affairs of the government generally. In its narrowest sense it denotes the operations of the administrative branch only."

According to **D. Waldo** "Public Administration is the art and science of management as applied to the affairs of the state." He further observes "The process of Public Administration consists of the actions involved in affecting the intent or desire of a government. It is thus the continuously , business part of a government, concerned with carrying the law as made by legislative bodies and interpreted by the course, through the process of organization and management….of Public Administration focuses upon Public Administration as a process."

According to **M.E. Dimock** "Public Administration is the fulfillment or enforcement of public policy as declared by the competent authorities. It deals with the problems and powers of the organization and techniques of management involved in carrying out the laws and policies formulated by the policy making agencies of government. Public Administration is the law in action. It is the executive of a government."

According to **John A. Veig** "Administration signifies the organization personnel, practices and procedures essential to effective performance of civilian functions entrusted to the executive branch of the government."

According **to P. McQueen** "Public Administration is administration related to the operations of government whether central or local."

According to **Merson** "The administrator gets things done, and just as the science of politics is an enquiry into the best means where by the will of the people may be organized for the formulation of policy so the science ofPublic Administration is an enquiry as to how policies may best be carried into operations".

According to **Corson and Harris** "Public Administration is the action part of the government, the means by which the purposes and goals of the government are realized."

According to **F.A. Nigro** "Public Administration (i) is a cooperative group effort in a public setting; (ii) covers all the three branches- executive legislative and judicial, and their inter-relationship; (iii) has an important role in the formulation of public policy and is thus part of the political process; (iv) is different in significant ways from private administration; and (v) is closely associated with numerous private groups and individuals in providing services to the community."

According to **J.S. Hodgson** "Public Administration comprises all activities of persons or groups in governments or their agencies, whether these organizations are international, regional or local in their scopes, to fulfill the purpose of these governments or agencies."

According to **James W. Fesler** "Public Administration is policy execution and policy formulation, public administration is bureaucracy and public administration is public."

According to **James W. Davis** "Public Administration can be best identified with the executive branch of a government."

According to **Frank Goodnow** "Administration includes the function of executing the law as well as the semi-scientific quasi-judicial and quasi-business or commercial functions."

According to **Ridley** "Public Administration is administration in the public sector…It is administration by the state…Public Administration is governmental administration …It is administration by public authorities…Public authorities are authorities which administer according

to the rules of public administrati on. Public administration should be the study of administration, descriptive, theoretical and normative.**"**

According to M. **RuthnaSwamy** "When administration has to do with the affairs of a state or minor political institutions like a Municipal or Country Council, or District Board, it is called Public Administration."

According to **Dimock and Dimock** "like the study of politics, the study of public administration is a study of what people want through government and how they go about getting it. In addition, administration also emphasizes the methods and procedures of management. Thus, public administration is as much concerned with what government does as it is with how it does it." They further add, "Public Administration is the area of study and practice where law and policy are recommended and carried out."

According to **J. Greenwood and D. Wilsonv** "Public Administration is an activity, a set of institutions and a subject of study."

According to **Rosenbloom "**Public Administration does involve activity, it i s concerned with politics and policy making, it tends to be concentrated in the executive branch of the government, it does differ from private administration, and it is concerned with implementing law. **"** He further adds, "Public Administration is the use of managerial, legal and political theories and processes to fulfill legislative, executive and judicial governmental mandates for the provision of regulatory and service functions for the society as a whole or for some segments of it."

According to **E. McGregor** "The term Public Administration is reserved to denote the generation of purposive public action whose success depends on reconciling the competing demands of administrative operations, democratic governance and public solving."

According to **F.M. Marx "**Public Administration has come to signify primarily the organization, personnel, practices and procedures essential to effective performance of the civilian functions entrusted to the executive branch of government.**"**

Thus from the above definitions it indicates that the term Public Administration has been used in two sense (i) Wider sense and (ii) Narrower sense. In its wider sense it deals with the all the three branches of the government i.e. Legislature, Executive and Judiciary. This view has been taken by Woodrow Wilson, L. D. White, M. Dimock, F.A. Nigro and Pfiffner.

In a broad sense, therefore, Administration is common to both public and private affairs. Public Administration would then refer to that part of administration which pertains to the administrative activities of the government. Here again, it would be worthwhile to turn to the definitions of public administration given by some well-known scholars. Percy Mc Queen "Public Administration is administration related to the operations of government whether local or central".

Wilson's view on Public Administration:

Woodrow Wilson, the 28th President of USA (1913 -1921), the father of American Public Administration. Wilson and his contribution to the subject of public administration is widely read and referred to. He was one of the first political leaders who emphasized the need to increase the efficiency of the Government. Wilson argued that administration is the most obvious part of the Government and the least discussions happen around it. He further says that despite being the executive, the operative and the most visible side of the Government and being as old as the Government itself it has remain hidden from the scrutiny and inspection of writer, authors and subject matter experts where it should have been the centre of debates and researches. He shows little appreciation towards the obsession regarding the constitution of Government, the philosophical approach towards the existence of State, the sovereignty or some greater meaning lying at the heart of the Government. Basically what he meant was the know-how of the actual business of Governing people and how that can be made more efficient.

In the context of the early 20th century USA and the world in general, Wilson and his ideas regarding administration made sense. Life had changed much since the good old days of farms and cattle and now there were complexities of trade and commerce, stocks and bonds and financers and then the national debts, the ever increasing conflicts between the capitalist class and the workers. In the light of these developments, ways the Government can function also needed a change which unfortunately was not assessed adequately resulting in inefficiency and wastage of resources. In addition to above aspects, the Government's sphere of work was expanding, like the postal service in America and rail-road lines in Europe. So, if the transition was happening at the grass root level say for example to manage rail-road, national commissioners were made in addition to older state commissioners, the resulting extension of administrative function became a matter which needed to be delicately handled and not carried out in haste. Wilson also clarified that the studies conducted in the field of public administration were mostly carried out by French and German academicians and were therefore not entirely relevant and suited to the needs of the American people and State in its original form. He suggested that any principle adopted from

Europe would have to be Americanized and modified for the complex and multiform state and a highly decentralized form of Government in the USA.

Wilson had carefully studied the administrative practices of not just France and England but a small nation like Prussia and praised the ruler Frederick the Great who regarded himself as the chief servant of the people and his office as a public trust. He also wrote favorably of Napoleon and his recasting of French administration after ending the monarchial rule. He however; wrote harshly about the ways of English administrators and those of his own country; pointing out that their history was not of administrative development but of legislative oversight. There were little progress made in Government organizations but vast leaps taken in law making and political criticism. While reading Wilson one cannot help but wonder that whether inaugurating public opinion in the matters of Government a wise decision at all? The dark side of it is that it becomes a larger obstacle to manage; since any change or reform proposed needs to get pass veto at so many levels. To sum up, Wilson proposed a very no-nonsense and business- like approach to administration which should be free of shackles of political doctrines.

Characteristics of Public Administration

Public Administration as a unique subject differs from both Political Science and management in terms of developing certain facets of organizing theory and techniques of management. Accordingly there are different characteristics of Public Administration on the basis of the exclusive public field and administrative efficiency. The chief characteristics are as follows.

(a) Due to the absence of the process of competition in governmental sphere the situation of monopoly arises. This process leads to the despotic ruler.

(b) There is a high degree of consciousness of community services.

(c) There is a high consistency of treatment.

(d) There is a sense of anonymity of by the officials carrying out the public business.

(e) There is a high degree of public responsibility.

(f) Availability of public information.

(g) There are the large scale organization facilities.

(h) Formulation and implementation of public policies.

(i) Co-ordination, group activity and social relationship

1.6: NATURE OF PUBLIC ADMINISTRATION

From the views of the different scholars of Public Administration, the nature of Public Administration has been described under the following point.

Integral View and Managerial view

According to the integral view, administration is the sum total or whole complex of activities such as manual, clerical, technical and managerial which are undertaken to realize the objective in view, i.e. implementation of the policies in a given field of administration. According to the managerial view, administration is not the sum total of activities concerned with management which unite and control the rest of them as a part of co-coordinated enterprise. To distinguish between the above two views of administration is nothing but the work between getting things done and doing things. In managerial view, only the managerial activities constitute the whole priority of public administration. So in this view there is something different from the integral views and administration is not doing things but getting them done. The main supporters of the integral views are

L.D. White and M.E. Dimock and the main supporters of the managerial view are Henry Simon, Smithburg, Thompson and Luther Gullick. In regard to managerial view Luther Gullick emphasized on the POSDCORB view such as Planning, Organizing, Staffing, Directing, Controlling, Reporting and Budgeting where he emphasized that administration is to be identified with managerial techniques. Moreover, in the words of Nigro, Wilson, and White the simple meaning of Public administration is Government administration, it is a science so far as knowledge is concerned and art in its applicability. It is different from private administration in the sense of accountability, less profit motive and greater public responsibility etc. Thus Public administration deals with the act of government with works including active and effective laws with high executive functions.

The above two views manifests differences. While accepting the integral view one may understand about the entire administrative system from one sphere to another sphere of the different organization. But in the managerial view one holds that administration is the organization and the use of men and materials in the pursuit of given objective. It is a specialized calling of the manager

whose function is to organize and to use men and materials to realize a given objective. Thus administration is to be identified with the managerial techniques common as they are to all the fields of activities.

However neither the integral view nor the managerial view is without any faults. The real meaning of „administration" would depend upon the context in which it is functional. In this regard, M.E. Dimock, G.O.Dimock and L.W. Keening have abridged the position under the following ways:

(i) As a study: It examines the aspect of government's effort to discharge the laws and to give effort to public policy.

(ii) As a process: It includes the agencies participation in the formulation of the programme.

(iii)   As a vocation: It is organizing and directing the activities of others in a public agency.

1.7: SCOPE OF PUBLIC ADMINISTRATION

From the different definitions regarding Public Administration, it meets with the different problems of understanding the scope of the study of   Public Administration. From the differences of opinions of Public Administration an important question arises that whether Public Administration   is   only the managerial part of the governmental work or the entire intricate of activities of only the executive branches of government, or of all the branches, i.e. Executive, legislative and judiciary. But in reality the concept of Public Administration covers all the aspects of public policy. Presently the scope of Public Administration has increased both in its greatness and in its direction for the welfare of the people by applying new tool and techniques through science and technology.

Public Administration is a segment of wider field of „administration". But regarding its scope, there are differences. According to some intellectuals, the use of the word „public" before „administration" limits its coverage to administrative activities of the government- government being the only organization which includes within itself all the people living in the state. According to them, Public Administration is defined as the organization and management of human and material resources to fulfill the objective laid down by the government, which consists of three branches i.e. legislature, executive and judiciary.

From the above definitions of public administration, it mainly pertains the administrative activities of the government. It is well known for   the activities of the government and commonly divided into three major branches, namely Legislative, Executive   and   Judicial.   The   question   naturally arises   as   to which of the activities of the government are included in the study of public

administration. There are two views on this subject. One point of view, public administration is conceived in a comprehensive sense to include all the activities of the government, whether falling in the sphere of legislative, executive or judicial branch of the government. However, according to the other point of view, `public administration" is concerned only with such activities of the government which pertain to the executive branch. L.D. White takes the former broad view, while Luther Gulick supports the latter narrow view. There is a further narrowing down of the scope of public administration by restricting it to these activities of the executive branch which are connected with the execution of the policies. It means that the policy formulation has to be separated from the execution of the policy. It is only the execution which is supposed to form part of public administration according to this narrow view.

The other part of the scope of the study of public administration is introduced by the two views of administration, namely, integral and managerial views. Public administration, as a part of the more general term administration, is subject to these two views of administration. The differences of opinion about the scope of study of public tends us to think that whether public administration is only the managerial part of the government work or the entire complex of the activities or only the executive branch of the government or of all branches . Administration is mere execution or application of policy or is a factor in the formulation of policy also. There are various views regarding the source of Public Administration. Let us categories them as follows:

1. Broader and Narrower view
2. POSDCORB view
3. The Subject Matter View

1.7.1: BOADER AND NARROWER VIEW

In broader point of view Public Administration is conceived in a comprehensive sense to include all the activities of the government whether falling in the sphere of legislative, executive or judicial part of the Government.The broader view of the scope of Public Administration includes the study of all the three organs of the state i.e. the legislature, the executive and the judiciary.L.D White, Woodrow Willson, Marshal Dimock, John Pfiffner and John J. Corson endorse the broader view of Public Administration. L.D. White said "Public Administration consists of all those operations having for their purpose to fulfillment or enforcement of public policy….." Macqueen said "Public Administration is related to the operations to the government whether central or local." According to J.J. Corson "Public Administration is the action part of the government, the means by which the purposes and goals of the governments are realized."

In Narrower view, Public Administration only deals with the activities of the executive organ of the government. Simon, Smithburg and Thumpson are the supporters of the view. According to them Public Administration is meant in common usage, the activities of the executive branches of national, state and local governments…. Specifically excluded are judicial and legislative agencies of the government and non- governmental administration. Luther Gullick also viewed the activities of the executive branch. Morson also viewed the science of Public Administration is an enquiry as to how policies may best be carried into operation. So according to this narrower view, Public Administration is generally linked with the activities of the executive organ of the government.

1.7.2: POSDCORB VIEW

The managerial view regarding the nature of Public Administration assumes that administration is the organization and the practice of men and materials in the quest of common activities as well as common objectives. It directly deals with the techniques of management which are common to all types of organization and institutions. That view has limited the nature and scope of administration within the technique of management. However, the scope of Public Administration is popularly advocated by Luther Gullick in his POSDCORB view. He strongly believed that administration consisted of seven elements. He summed of these elements in the acronym i.e. „POSDCORB" view which stands as follows.

P- stands for Planning which signifies working out in broad outline the things that need to be done and methods for doing them to accomplish the purpose set for the organization.

O- stands for organizing which signifies the establishment of formal structure of authority through which the whole work is to be done with proper arrangement, definition and coordination for the fulfillment of defined objectives.

S-stands for Staffing which signifies the personnel function of bringing in and training the staff and conserving the favorable conditions of work.

D- stands for Directing which signifies the decisions making and issuing orders and instructions and embodying them in specific and general orders and instructions and serving as the leader of the enterprise.

Co- stands Coordinating which signifies the interrelation of the various parts of the work.

R- stands for reporting which signifies keeping information those to whom the executive is responsible as to what is going on, and arranging for the collection of such information through different techniques such as research, records etc.

B- stands for Budgeting which signifies the fiscal planning, accounting and control

1.7.3: THE SUBJECT MATTER VIEW

The subject-matter view of Public Administration has come into estimate in reaction to the POSDCORB view. The POSDCORB view of the scope of Public Administration was continuing for a long time. In course of time, the view became insignificant. It was found neither as the whole of Public Administration nor a significant part   of it. This view advocates that problems of administration are same in all the agencies irrespective of the peculiar nature of the functions they do. It superintends the fact that there are different problems in different administrative agencies. Further the tools of administration are only represented in the POSDCORB view. The real principal of administration consists of various services such as defense, health, education, agriculture, social security,   justice, etc. These services have their own special techniques where the common POSDCORB techniques fails. It means these organizations have their own subject matter on which the basic features of organizations are based. The subject matter view is quite subject oriented, whereas the POSDCORB view is technique oriented. The subject matter view emphasizes on the services rendered and the functions performed by the administrative agency. So the study of Public Administration should be not only based on the technique of administration but also the substantive concerns of administration. However, the scope of Public Administration neither depends on the POSDCORB view nor on the subject matter view. It is a complement of each other. In this regard Lewis Merian said "Public Administration is an instrument with two blades like a pair of scissors. One blade may be a knowledge of the fields covered by POSDCORB, the other blade is knowledge of the subject matter in which these techniques are applied. Both blades must be good to make an effective tool." Simultaneously M.E. Dimock said "Administration is concerned with „What" and „How" of the government. The „What" is the   subject matter, the technical knowledge of the field, which enables the administrator to perform his tasks. The „How" is the technique of management, the principle according to which the cooperative programmers are carried to success. Each is indispensable, together they   formed the synthesis called administration." However as a discipline Public Administration consists of organizational theory and behavior, public personnel administration, public financial administration, comparative and development administration and public policy analysis.

1.7.4: OTHER VIEW

Willoughby in his book "Principles of Administration" has discussed at great length regarding the scope of public administration. According to him, the study of public administration includes the study of five areas.

1. **General or Overhead Administration**- It primarily denotes to managerial activities such as planning, co-coordinating, commanding etc.

2. **Organizational Structure**- It refers to the study of the design of the organization such as hierarchy, scalar chain etc.

3. **Personnel Administration**- it includes training, promotion, grievance redressal, recruitment etc.

4. **Financial Administration**- It refers to the study of the economical use of financial sources.

5. **Material and Supply**- It refers to the management of material resources.

   Macqueen says that the scope of public administration extends to three Ms

   1. **Man**
   2. **Method**
   3. **Material**

Pfiffner says that scope of public administration includes the study of two areas.

1. **The principles of administration** - It refers to the study of the various concepts, theories, law, methods, methodologies, tools, techniques etc.

2. **The sphere of administration**- It refers to the study of various levels of administration such as local administration, regional administration, internal administration, national administration, international administration etc.

In a similar way, **Walker** has come out with two major areas of study in this regard.

1. **Administrative Theory**- It refers to the study of concepts, theories, tools, techniques, methods and methodologies of administration.

2. **Applied Administration**- It refers to the study of various functional areas of administration such as school administration, health administration, law and order administration etc.

This definition also brings about a scope of public administration from a similar perspective as was the case with Macqueen. But, if one looks at these definitions individually, the scope seems to be simple.

According to **Stephen K. Bailey** the study of public administration includes four major areas which are as follows

Descriptive Theory- It refers to „what‟ the study of organizational structures and organizational processes.

Normative Theory- It refers to the study of „what ought to be‟ or „what should be‟ i.e. the study of the normative concerns and objectives of the government.

Instrumentalist Theory- It refers to the study of tools and techniques of administration.

Assumptive Theory- It refers to the objective study of administrative behaviour. It refers to the behaviour of the individual within organization without assuming their angelic or iniquitous behaviour.

Thus, Public administration carries a wider scope and it is the study of government in action. Government in action is a dependent variable and being a dependent variable, it is linked to a number of ecological concerns. The government in action is never static and thus, its boundary can never be established or delineated.

1.8: SUMMARY

Public administration refers to the organization, management, and implementation of government policies, programs, and services. It encompasses a broad range of activities aimed at ensuring the effective functioning of government and the delivery of public goods and services. the nature and scope of public administration encompass a wide range of activities related to the implementation of government policies, the delivery of public services, and the management of resources and personnel to achieve public goals in a lawful and accountable manner.

1.8: KEY TERMS

- **Bureaucracy:** A system of government or management characterized by hierarchical structure, standardized procedures, and a division of labor to efficiently implement policies.

- **Regulation:** The creation and enforcement of rules and standards by the government to guide and control various aspects of society, industry, or the economy.

- **Accountability:** The responsibility of public administrators to answer for their actions and decisions, ensuring transparency and oversight.

- **Decentralization:** The transfer of authority, responsibility, and decision-making from central government to local or regional authorities.

1.8: SELF ASSESSMENT QUESTIONS

- Define Public Administration. Discuss its Nature and scope.
- Distinguish between private and public administration.
- Discuss Public administration as a discipline or a profession.
- Explain the characteristics of Public Administration.
- Discuss Public Administration as a Policy Science.

1.9: REFERENCES

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UNIT-2: APPROACHES TO STUDY PUBLIC ADMINISTRATION

Structure

2.1 Objectives

2.2 Introduction

2.3 Approaches of Public Administration

       2.3.1   Philosophical Approach

       2.3.2   Legal Approach

       2.3.3   Historical Approach

       2.3.4   Case Method Approach

       2.3.5   Institutional Approach

       2.3.6   Human Factor Approach

       2.3.7   Political Economy Approach

       2.3.8   Structural Functional Approach

       2.3.9   Public Policy Approach

       2.3.10 Marxian Approach

2.4 Summary

2.5 Key Terms

2.6 Self Assessment Questions

2.7 References

2.1: OBJECTIVES

After going through this unit, you will be able to know:

- Various approach of Public Administration

2.2: INTRODUCTION

Public administration is a multidimensional field that involves the management and implementation of public policies and programs. Various approaches are used to study public administration, each offering a unique perspective on the discipline. There are various approaches to the study of Public Administration which can be categorized from different angles. It may be divide under two heads such as Normative Approach and Empirical Approach. The normative approach deals with what Public Administration should be and empirical approach sets its eyes on descriptions and analysis of actual administrative situations.

2.3: APPROACHES OF PUBLIC ADMINISTRATION

Public administration is a field that encompasses the organization, management, and implementation of government policies and programs. Over the years, scholars and practitioners have developed various approaches to study and understand public administration. These approaches provide different perspectives on how public organizations operate, make decisions, and serve the needs of the public. Here, we'll explore some key public administration approaches:

2.3.1: PHILOSOPHICAL APPROACH

The philosophical approach is the most comprehensive and perhaps the oldest approach to the Public Administration as of all other social sciences. For example this approach is there in the "Shanti Parva" of Mahabharata, Plato"s "The Republic", Aristotle"s "The Politics", Hobbes "Leviathan", Locks "Treaties on Civil Government" etc. This approach is also advocated by Swami Vivekananda and Peter Self. This approach covers a wide ranging purview of administrative activities which aims to find out the principles of organization.

2.3.2: LEGAL APPROACH

The legal approach to the study of Public Administration was originated after the development of philosophical approach. This approach has traced its origin from the European tradition of Public Administration in law. This approach has gained its popularity in European countries like France, Germany and Belgium. It also has its advocates in Britain and USA. This approach was advocated by F.J. Good now. This approach in the study of Public Administration is a part of law and legally prescribed structure and organization of public authorities. This is also known as judicial or juristic approach, which came into existence in the era of Laissez Faire, limiting the functions of the state.

2.3.3: HISTORICAL APPROACH

The study of History is also vital to apprehend the present as well as the future. The study of public administration also cannot be complete without understanding the evolution and progress of civilizations from the past to the present. The Historical approach to public administration focuses on the administrative systems, process and policies practiced in the past and then try to interpret them relevantly in the context of present times. There are two sides of the coin which the scholars have argued, while this approach may provide rich details regarding what worked and what not in the past but authors like John Pierre and B Guy Peters say that the study of history cannot provide any

usable information which can be used now and the students of public administration should not have such misconceived notions. The important point to note is that scholars should know when to reconsider the past and when to isolate from it to draw relevant philosophies and assumptions. However, the study of hi story of administration does not become any lesser important even in the light of above contrasting argument. It remains important because developments in society over time and ages have a lasting effect on the quality and quantity of public services delivered. This approach also helps the scholars and students to understand that how the Government adjusted its administration and functioning with changing times and what ramifications it had. The study of the past also provides crucial information regarding why some methods, policies, systems etc were adopted and which needs did they address.

With the importance of historical approach established in studies of public administration, we shall now see what the legal approach to public administration is. Taking the legal route to public administration would venture into the formidable legal structure and organization of public bodies. As the name suggests, this approach associated itself with laws, rules, regulations, codes, official duties etc. It also described the power, limitations and discretionary powers of the authority and judicial decisions. Many countries especially in Europe like Germany, France, Belgium and others have adopted the legal route to study public administration. It works well for these countries as they have two distinct divisions of laws, the constitutional and the other administrative. The constitutional law mainly dealt with the interrelation of power between the legislative, executive and judicial branches of the Government while the administrative part concerns itself with the functioning of the public organizations. Thus, the historical approach to the study of Public Administration studies the Public Administration of the past within particular time spans, organizing and interpreting the information in a chronological order. This approach naturally commands the powerful attraction in a society which had a very rich past and identifies the distinctive administrative system. For example

L.D. White has divided the American federal administration under the following four heads such as

(i)   The Federalist (1948)

(ii) The Jeffersonoan (1951)

(iii) The Jacksonian

(iv) The Republican Era

However, analyzing the historical approach, Kautilya"s Arthasastra and book on Mughal administration and British administration also emphasizes the past administrative system in India.

2.3.4: CASE METHOD APPROACH

In the year 1930s this approach became very popular. It deals with the narration of specific events that lead to a decision of an administrator. This approach is based on the administrative realities and students accustoms with them. In 1952, twenty case studies were conducted and titled as Public Administration and Policy Administration by Harold Stein. The Indian Institute of Public Administration in New Delhi and the National Academy of Administration had also published several case studies. According to D Waldo "The case approach has been motivated by a commitment to the objectives and methods of the socia l sciences, to be sure, but it has been saved also by a considerable sensitivity to traditional concerns of the humanities and by a practical interest in pedagogy as against research".

2.3.5: INSTITUTIONAL APPROACH

The institutional approach to the study of public administration recognizes itself with the institutions and organizations of the State. The core area of this method lies in detailed study of the structure, the functioning, rules, and regulations of the executives, legislatures and the departments of the Government. The scholars who practice this approach contemplate administration to be an apolitical and mechanical function which lies only in the aspect of policy implementation. The authors like L D White and Luther Gulick concentrated their efforts in unfolding what an institutional structure was and did little to build any theory actually. The reader may be fascinated as to why this special attention was paid to define institutions. The present day definition of institution encompassing all kinds of rules, regulations and organizations is argued as inaccurate by many authors like B Guy Peters and Jon Pierre. An organization keeps getting complex by adding informal norms and practices which happens through its interaction with the external environment and they are in a sense independent of the individuals who make an organization at a given point of time. However, according to Selznick (1957), any organization which is complex needs to be infused with value which is beyond the technical requirement of the tasks that are performed by that organization. This means that an organization has a distinctive

sense of self and identity and its way and its beliefs become important for the society as well. It also starts representing the aspiration of the community and in turn influences the community with their own values and beliefs. A real institution becomes a symbol for the community in many ways, like the very building in which it is housed. It can be interestingly explained and seen all through the History that the revolting group often occupy the presidential palace or offices or the parliamentary buildings or pose a threat to the powerful and symbolic structures. The above discussion becomes relevant with respect to the study of public administration because Government organizations are institutional in many ways and represent the needs and aspirations of the community. Therefore, studying and understanding their administration becomes important to make them more efficient and result oriented. While the traditional study of public administration emphasizes on the knowledge of History and Law but this institutional approach focuses on the organizational structure, goals and principles as primary. So, a lot of attention was given to the problems related to the functioning of an organization like delegation, coordination and control and bureaucratic structure. However, the main drawback to this approach was that little or no attention was given to the external sociological and psychological influences. These factors affect the organization in ways which are not always subtle, but have strong consequences on the health and wellbeing of an organization.

With this new approach the older approach and theories to the study of public administration also underwent a few changes. There were serious questions raised on the politics- administration bifurcation. The premise that the basic principles of administration can be applied universally was also challenged with the emergence of diverse administrative environments. The administrative goals of economy and efficiency were supplemented with social and economic progress. And also, a lot of management principles came into the field of public administration.

2.3.6: HUMAN FACTOR APPROACH

The increasing dissatisfaction against the institutional and structural approach preserved into what has come to be called the behavioural approach to the study of Public Administration. In 1940s this approach had emerged focusing the actual behaviour of persons and groups in organization. The forerunners of this approach were Herbert A. Simon and Robert A. Dahl.

Public administration is meant for human beings. So human factors becomes central part of it. On the one hand it involves the relation between administration and its employees and on the other it is meant between administration and those who are administered. Thus in modern age public administration implies a large organizations whose boundary cannot be drawn easily. The formal

procedures are necessary and even anticipated for the organization but in the management procedure human factor plays an abundant role in functioning the administration. According to O.Tead "The central powerhouse of the motivational impulsion and spirit which makes the institution drive to fulfill its purpose". Although the large organizations inevitably results in depersonalization, loss of individuality for the member and virtual treatment as a cog in the machine and in operational levels work of management and supervision, human factors are neglected but human factor plays an important role. It is also discussed in the human relation theory developed by Elton Mayo.

2.3.7: POLITICAL ECONOMY APPROACH

We have read about the famous Wilsonian dichotomy of politics and administration and after the Second World War the diminishing relevance of this dichotomy. The above reference is vital to be kept in mind to understand this topic which brings together the science of politics and economic together to gain a detailed understanding of the administration of the state and its resources.

After the New Public Administration theory of 1968, there was a new approach proposed in the 1970s which talked about economic approaches to analyze public administration called the Public Choice Theory. We shall take a step back to understand a few concepts and developments of that time to better analyze the Public Choice Theory. By the middle of the last century, the Pigouvian social welfare system was adopted by many economies. British economist Arthur C Pigou wrote a book called The Economic of Welfare in 1920 and also tried defining what welfare is in economic terms. According to him economic welfare can be measured like monetary welfare by means of using money as a yardstick.

Thus economic welfare, in the Pigouvian sense is the utility satisfaction that a person derives from the use of goods and services which can be exchanged amongst each other. The important aspect of this theory was that to maximize the welfare through the means of distribution of national income. Now, we also need to understand a term called externality. It comes into action when an individual X affects Y in a reckless manner without taking Y"s gains or losses into account. This leads to a situation called externality. Therefore, in an economy, the Government intervention becomes important to address these externalities. Considering this example given by Pigou himself: If a person is running the business of manufacturing alcohol, there is a specific and substantial social impact of this product. This can be, increase in crimes, increased cost of police staff and prisons, the long time and resources investment of the judiciary etc, which exceeds the net private product, the alcohol. To counter this, the alcohol production will have to be increased

by the manufacturer. To deal with this overproduction the Government would have to impose a tax on the manu facturers. This tax would be to equate the private cost (of the manufacturer) and the social cost.

The above explanation was necessary to understand the Public Choice theory in a rather detailed manner. Before this theory was proposed, economists and other subject matter experts considered State or the Government to be an agent beyond the realms of economic theories. The state functioned on different drivers than economy and it was an accepted fact. However, the Public Choice theory challenged this very fact and proposed the use of economic yardstick to evaluate the resource allocation in the public sector and economic analysis to identify the inefficiencies in the Government policy and decision making processes. It also makes a premise that the bureaucrats and politicians work on a model to increase their own power and influence and end up formulating policies which may be against the larger public interest. Not, that we needed a theory to prove that however, it got a thumbs up from many authors and subject matter experts. This theory also brought in a more consumer centric approach in the formulation of policies and the manner in which the government machinery should function. There was a clear inclination towards democratic administration from bureaucracy and an important aspect was emphasized that the government action needs to be in sync with the values, needs and wants of the citizens.

2.3.8: STRUCTURAL FUNCTIONAL APPROACH

The structural functional approach to public administration is a term adapted from sociology and anthropology which interprets society as a structure with interrelated parts. This approach was developed by the celebrated anthropologist Malinowski and Radcliff Brown. So, according to them, each society has a structure and functions. These functions are norms, customs, traditions and institutions and can be analogized as organs of a body, as explained by Herbert Spencer. All these functions need to work together to make the body function as a whole.

Having explained the broader meaning of the term; it makes more sense for us to understand it from the perspective of public administration which would guide our further analysis of the topic. During his period as a Researcher at the Foreign Policy Association in USA, Fred Riggs came across an interesting phenomenon regarding the American Public Administration. He found them to be extremely self-absorbed in their approach which believed that the American way of administration was unique without any complements elsewhere in the world and that it was capable of answering all the administrative problems emerging in the new developing countries. However, in order to explore the consequences of intermingling of contrasting systems in the

developing countries, he looked at the structural functional approach of the social sciences. This approach provides a mechanism to understand social processes. The function is the consequence of patterns of actions while the structure is the resultant institution and the pattern of action itself. It reads complicated but the theory in itself is not that difficult to understand. Social structures can be concrete such as Government department and Bureaus or even specific societies held together by shared beliefs, customs and morals and also analytic like structure of power or authority. These structures perform certain functions and in terms of structural functional approach, these functions have an interdependent pattern between structures. So the first step would be to view bureaucracy as a structure which has administrative system with characteristics like hierarchy, specialization etc. The behavioral characteristics can be rationality, neutrality, professionalism and rule orientation. Then, one can proceed to examine the functions of bureaucracy.

There may be a question such as, do the similar kinds of structures perform the same functions? The structural functionalists say a big Nay to that, which means that a structure can perform multiple functions and vice versa i.e. one function can be performed by multiple structures. According to Riggs, there are five functional requisites of a society: Economic, Socio-communicational, Symbolic, Political.

While talking about Riggs explanation of the concept and contribution to this approach, we cannot proceed further without mentioning his Prismatic Model. This model uses a common phenomenon as an analogy, when white light passes through a prism it breaks into seven colors of different wavelength. As per Riggs, the white light is the fused structure of traditional society. The rainbow represents the diffracted (or refracted) structures of an industrialized society. Inside the prism the society was in transition.

2.3.9: PUBLIC POLICY APPROACH

We remember reading about the Wilsonian philosophy of public administration and the famous dichotomy of politics and administration. After Wilson, there were many authors like Frank J Goodnow, L D White and F. W. Willoughby who elaborated on the topic and reaffirmed the need to separate the political functions and administrative functions of the government. Willoughby went to the extent of calling public administration as the fourth branch of Government after legislative, executive and judiciary.

However, this politic-administration dichotomy theory lost it relevance after the Second World War. The writers, authors, academicians and subject matter experts finally awakened to the fact that administration of a government can never be free of political elements. They started protesting and writing against the separation of politics and administration as they could clearly

see that both were horribly intertwined with one another and impossible to separate both in spirit and action. After the Second World War, there was a renewed interest in the aspects of administration because of the practical encounters and alliances formed during the war, creation of international organizations and emergence of the developing countries. Also, after the war, the Government reinvented itself from a peace keeper and provider of services to become a Welfare State. The public expenditure in most parts of the world increased greatly after 1945 as the Governments started taking more and more initiatives for the welfare of the society. A lot of reforms were carried out in areas not just regarding the content of public policy but also the ways in which they were formulated.

This new approach gained momentum after 1970s when a lot of analysis started happening around the way the government policies affected the people. The Vietnam War and Watergate scandal in US, the Administrative Reforms Commission established in India in 1966, the initiative to reduce public expenditure in order to reduce direct taxation under Margaret Thatcher in 1979, the creation of the Malaysian Administrative and Management Planning Unit in 1977 in Malaysia were to name a few.

2.3.10: MARXIAN APPROACH

Karl Marx has often been cited as the most powerful personality in the history of human civilization. He was a philosopher while being an economist, a socialist who was also a journalist and a historian who proposed the materialist conception of history. His views regarding his areas of work and interests are collectively termed as Marxian. Karl Marx was a rebel in many ways which also contributed to his abilities to look and understand beyond the obvious. He firmly believed that the world cannot be changed just by generating ideas; changes can be brought in, only by real, physical activity. Even as s student Marx was deeply influenced by the work of German philosopher G.W.F. Hegel. It was Hegel who inspired Marx to switch from legal studies to philosophy; a fact Marx admitted in a letter to his father, justifying his decision. What is interesting is that, Hegel and his inspiration did not prevent Marx from comprehending the lacunae between the rational and the real in the philosophies of Hegel. One of his imp ortant works was his Critique of Hegel"s Philosophy of the Right. It is advisable to the reader to do a little background study about the philosophy and works of G.W.F. Hegel, to understand the above discussion in a better light.

It would only make sense to point out to the readers at this stage is that Marx wrote very little about bureaucracy as such, and mostly after 1843. However whatever little he wrote gives a clear understanding of his stand regarding the need and relevance of bureaucracy in a modern

State.   Marx believed that understanding the functionalism   and   structuralism   of bureaucracy was critical because it is the political expression of the division of labor. In his

„The Eighteenth Brumaire" Marx calls France as the abode to bureaucracy as opposed to Germany which in his opinion, up until then was the supreme example of oppressive bureaucratic conditions in the states. He suggests that bureaucracy create conditions which subjects people to gross manipulations.

Another important deviation from the Hegel influence can be viewed in the manner Marx and Hegel understood bureaucracy. According to Hegel public administration was a bridge between the State and civil societies.   The   state through bureaucracy joined various particular interest to arrive at o ne general interest.On the other hand Marx viewed that the State did not   represent   the general interest but the interests of the ruling or the dominant class. And obvious enough, this class was a part of the civil society. He went on to say that in a capitalist economy, the bureaucracy is aligned with the dominant class and it masquerades the interests of this dominant class as the general interest which is subsequently forced on the society. While reading Marx on bureaucracy one can visualize it as an oppressive, mysterious system beyond the understanding or control of common people. It has certain symbols and secret ways of working and staunch traditions which makes it inherently incompetent in so many ways. Lenin was a follower of Marxian approach on bureaucracy and had ruled out any scope of it when the capitalism would be thrown out of Russian. But, after 1917, when he came into power, he could not help but rely on bureaucracy to help him run the State. Marx was never oblivious to the growing popularity of bureaucracy and the need of public administration as an aspect of Government functioning, around the world. Nevertheless, this promulgation of bureaucracy did not prevent him to see the dangerous loopholes it carried.

2.4: SUMMARY

Understanding these various approaches helps scholars, policymakers, and practitioners navigate the complexities of public administration. Each approach offers unique insights into the functioning of public organizations, enabling a more comprehensive understanding of the challenges and opportunities in the field. These approaches offer diverse lenses through which scholars and practitioners can analyze and understand the dynamics of public administration. The choice of approach may depend on the specific context, challenges, and goals of public organizations, contributing to a comprehensive and nuanced understanding of the field.

2.5: KEY TERMS

- **Voting Behavior:** Analysis of how individuals make choices in elections.
- **Contingency:** Recognition that organizational strategies must be contingent upon specific contextual factors.
- **Motivation:** Factors that drive individuals to achieve organizational goals.
- **Interdependence:** Mutual reliance and influence between different parts of an organizational system.

2.6: SELEF ASSESSMENT QUESTIONS

- Write down the role and importance of Public Administration in a modernState.
- Explain the role of Public Administration in developed and developingsocieties.
- Critically analyze the Nature of Public Administration in third worldcountries.
- Explain the various approaches to the study of Public Administration.

2.7: REFRENCES

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UNIT-3: PUBLIC AND PRIVATE ADMINISTRATION

Structure

3.1 Objectives

3.2 Introduction

3.3 Difference between Public & Private Administration

3.4 Similarities between Public & Private Administration

3.5 Summary

3.6 Key Terms

3.7 Self Assessment Questions

3.8 References

3.1: OBJECTIVES

After going through this unit, you will be able to know:

- What is private administration
- Difference between Public and Private Administration
- Similarities between Public and Private Administration

3.2: INTRODUCTION

Public Administration refers to the administration which functions in the governmental surroundings. The private administration on the other hand, refers to the administration which functions in the non-governmental surroundings such as the business enterprises. So Public Administration is "Governmental Administration" and private administration is known as "business administration". The expansion of public sector into industrial enterprises has been into practice for quite some time, a little over half a century now. The public sector organizations in order to function efficiently are borrowing heavily from the business knowledge, administration and process orientation of the private organizations. However, there still remains a considerable difference between these two administrative practices. It would be interesting to learn about both similarities and differences between these two to arrive at a better understanding. So it is necessary to deal with the questions such as is public Administration similar to, or different from private administration? There is one school of thought which is of the opinion that there is no difference between the two and that the administrative activities and techniques are similar in all types of organizations, whether they be public or private. Let us first understand the differences and see what the authors and subject matter experts have to say about it.

3.3: DIFFERENCE BETWEEN PUBLIC AND PRIVATE ADMINISTRATION

Public Administration is different from private administration in terms of the working environment i.e the institutional settings in which it functions.

Paul H. Appleby was the prominent supporter of this view. In his book titled "Big Democracy" he observed , In broad terms the governmental function and attitude have at least three complementary aspects, they are

(A) The first is the political character

(B) The second is the breadth of scope, impact and consideration

(C) The public accountability.

John Gaus of Harvard Graduate School of Public Administration regarded government activities as "different from that of private organizations almost in kind as well as in scope".

Josia Stamp went a step further and identified four aspects of differences of which the only one similar to that of Appleb's is that of public accountability or public responsibility as Stamp identifies it. The other three are:

(i) Principle of uniformity

(ii) Principle of external financial control

(iii) Principle of service motive

Herbert Simon had explained the very practical differences based on popular beliefs and imagination and therefore might seem more appealing. He said "Public Administration is bureaucratic while private administration is business like. Public administration is political while private administration is apolitical. And finally; the aspect most of us would swear by that public administration is characterized by red tape while the private administration is free of it. The management Guru Peter Drucker sums up the difference in more comprehensive manner. He says that the very intuition which governs both kinds of administration is different from each other. While the public administration functions on service intuition the private administration follows the business intuition. They also have different purposes to serve, with different needs, values and objectives. Both of them make different kind of contribution to the society as well. The way the performance and results are measured is different in a public administration than that of private one.

However, the major differences between the two are as follows.

(i) High prestige and Social status:

In comparison to private administration, public administration enjoys high degree of status and prestige. It is because of the supreme power lies on the governmental machinery.Public Administration rendering more service to the public than private organization.

(ii) Subjected to Political direction:

Public Administration is subjected to political orientation and direction as under the policies the bureaucrats implement the policy whereas the private administration does not have any political direction. The ends the private administration follows are of its own decision and choice. Their objectives do not depend upon the political decision makers. But the administrator under public administration follows the orders of the executive authorities with little option of his own.

(iii) Service oriented and Profit motive:

The principal feature of public Administration is service oriented and profit motive. Its objective is to rendered service to the public and stimulate community welfare. The Private administration on the other hand is characterized by profit motive or profit making organization, but not social service organization. Its main objective is to maximize profit. In the words of Ludwig Von Mises "Business management or profit management is management directed by the profit motive. The objective of business management is to make a profit. The objectives of Public administration cannot be measured in money terms and cannot checked by accountancy method. "

(iv) Principle of Uniformity:

The principles of Public administration is based on the principle of uniformity. According to this principle there is no concept like favour and disfavor. All are equal under the banner of public administration. it ios generally consistent in procedure and maintains uniformity while dealing with the public, as is the case of private administration. The private administration need not worry about the uniformity in treatment. The public administration believes in the principle of „First come, first serve motto". Rechard Warner while discussing the features of business administration or private administration said"Business need not worry over much about uniformity in treatment."

(v) Establishing Public Relation:

The Public and Private Administration also differs on the ground of establishing their public relation. There is a huge gap in the establishment of public relationship between the public and private administrations. It is the public organization who gives more importance to the people rather than the business or private organization. But the business or private

organizations gives more importance on business which is more profit motive in nature. While in the private   organizations the relation is employed to win customers by window displaying, free samples   and design and colour   of levels but in the public organizations it is not the source of relation.

(vi) The matters of Efficiencies and effectiveness.

In the matters of efficiency, the private organizations are much superior then the public. In private organization efficiency is measured in terms of resources they use. In this organization the performance of the employees are important which matters the input- output relationship. Efficiency of the employees is calculated as „profit earning" in the organizations. But if one takes profit as the indicator in the public organization, it will be a narrow view of the role of this sector. Effectiveness refers to the successful achievement of specific goals. For example in the emergency situations the government, rather calculating the costs   of operation to reduce expenditure, tries to relief rather than minimum cost weighs.

(vii) Different in the principle of organization

The principle of organization is significant to both public and private administration. But while analyzing the sphere of public administration and the realm of private administration, the faults in the public sphere does more harm rather than the private enterprise. For example Huxley said „The state lives in a glass house, we see what it tries to do, and all its failures, partial or total, are made the most of. But. But private organization is sheltered under opaque bricks and mortar. "

(viii) The nature of Monopoly

The Public Administration is generally   monopolistic by its nature.   It   does not give enough scope to the private parties to compete with it. The governmental organizations are not allowed to run by the individual or a group of individuals but run by the government itself. This is not in case of private administration. They are free to compete without any restrictions with other private organizations. According to Glenn Stahl "The services performed by the state are generally of a monopolistic or semi-monopolistic character, a fact which springs from the very urgency of the functions undertaken. Because of this fact it is much more difficult to gauge the efficiency of the conduct of public business than of ordinary private business, which is subject to competition and forced to   balance its books from year to year."

(ix) The matter of Public Responsibility

Public responsibility is one of the important pillar of Public Administration. Because the public is the main source of administration. So public scrutiny, accountability and transparency are the important characteristics of Public Administration. It has also faces the criticism from the public, the press and from the political parties.   When the question of private administration   comes, it

does not have any great responsibility towards the public. In the words of P.H. Appleby "Government administration differs from all other administrative works to a degree not even faintly realized outside, by virtue of its public nature, the way in which it is subject to public scrutiny and public outcry. An administrator coming into government is struck at once and continually thereafter, by the press and public interest in every detail of his life, personality and conduct…..every government executive lives and moves and has his being in the presence of public dynamite. "

(x) Extensive Financial control

Public Administration is exposed to very extensive financial control. The legislature passes the financial bill and the executive authorities spend the money. In case of India the Comptroller and Auditor General (CAG) controls the total finance and reports to the Parliament of India. Using different means a nd methods, the Parliament of India controls the national finance. But in Private administration this type of financial control is not found.

(xi) Different psychological attitude

There is a great difference in the psychological attitude between the private and public administration. According to Simon public and private administrations are different from each other under the three following ways (i) Public administration is bureaucratic, whereas private administration business like. (ii) Public administration is political whereas private administration is non-political. (iii) Public administration is characterized by red-tape, whereas private administration is free from it.

3.4: SIMILARITIES BETWEEN PUBLIC AND PRIVATE ADMINISTRATION

There are many similarities between the ways in which a public and a private administration functions. The similarities are so much that some subject matter experts and authors like Henry Fayol, M P Follet, LyndallUrvick do not treat them as different. Fayol said that all kinds of administration function on some general principle irrespective of them being public or private. The planning, organizing, commanding and controlling are similar for all administrations. The above arguments and several other points suggested and illustrated by other authors as well clearly point out that there are more similarities between the two administrations than what we see and understand. The managerial aspects of planning, organizing, coordinating and controlling are the same for public and private administration. The accounting aspects like maintenance of accounts, filing, statistics and stocking are the same. Both of them have a hierarchical chain of command or reporting as the organizational structure. Both get influenced, adopt and reform their own

practices in the light of best practices of the other. They also share the same pool of manpower. And lastly they share similar kinds of personnel and financial problems. However there are number of similarities between the two are given below.

(i) Common skill and technique

Both the public and private administration possesses various common skills and techniques. The accounting management, statistics, office management, stocking, purchase and disposal are the same procedures followed by both the administrations.

(ii) Profound influence upon each other

In official management and running of commercial organizations, it is necessary to create a relationship between the organizations as they are the parts of the society as a whole. The traditional governmental administrations have an influence over the modern administration. Likewise in case of the private enterprises the big privates enterprises influences on the small enterprises.

(iii) Similarity in the principle of administrative set up

The principles such as hierarchy, span of control, unity of command are quite same in both the system of administration. Both of them have some kind of structure, working specification, specialized duties and responsibilities etc. but in both the cases the people are the sole authority to take decision to improve their own techniques and procedures.

(iv) Sufficient scope for the research and improvement

Bothe the public and private administrations create enough scope for improvement of the research capacity. In order to improve the procedure and techniques both the administrations try to their best.

(v) Co-ordination and Public relation.

Both public and private administration put much emphasis on establishing coordination, cooperation and public relations among the masses which is very vital for the smoth running of the administration of the country. If they fail to achieve this, administration is bound to be a failure one. Thus, in this regard there is a similarity between the two enterprises.

(vi) Mutual exchange and rotation

Whatever may be the organization I.e. public or private, mutual exchange and rotation is the primary and fundamental principle. It is because in every type of administration there is the division of labour and stratification of employees from top to bottom or vice versa. So it needs greater mutual exchange and rotation.

3.5: SUMMARY

By observing the above differences and similarities D. Waldo said "The generalization which distinguished public administration from private administration by special care for equality of treatment, Legal authorization of, and responsibility of action, public justification or justifiability of decision, financial probity and meticulousness, and so forth are of very limited applicability. In fact, public and private administration are the two species of the same genus, but they have special values and techniques of their own which give to each its distinctive character. "

3.6: KEY TERMS

- **Management:** The process of planning, organizing, directing, and controlling resources within an organization to achieve specific objectives.
- **Governance:** The overall process of decision-making and the implementation of policies by those in authority.
- **Corporate Governance:** The system of rules, practices, and processes by which a company is directed and controlled, typically involving the relationship between various stakeholders.

3.7: SELF ASSESSMENT QUESTIONS

- What is Private Administration? Discuss its features.
- Find out the difference between Public administration and Private administration.
- Discuss the similarities between Public Administration and Private Administration.

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UNIT-4: ROLE OF PUBLIC ADMINISTRATION IN DEVELOPED AND DEVELOPING COUNTRIES

Structure

4.1 Objectives

4.2 Introduction

4.3 Features of Public Administration in Developed Countries

4.4 Problems of Public Administration in Developed Countries

4.5 Features of Public Administration in Developing Countries

4.6 Problems of Public Administration in Developing Countries

4.7 Summary

4.8 Key Terms

4.9 Self Assessment Questions

4.10   References

4.1: OBJECTIVES

After going through this unit, you will be able to know:

- Role of Public Administration in developed countries
- Role of Public Administration in developing countries
- Problems faced by Public Administration in both the countries

4.2: INTRODUCTION

The developed countries are well-known by certain factors like highly developed economy, bigger mechanical substructure, high Gross Domestic Product and net income per capita, growth of industrialization and the standard of living of the people. Development and modernization of a state has an obvious and significant impact on its politics, culture and society. Subsequently, these changes find their ways in several other important institutions like judiciary, executive and legislative. USA has been one of the nations, which have witnessed vast changes and reforms in its administrative history owing to the industrialization, two world wars and the various academic and experimental studies carried out in the areas of social and behavioral sciences.

However, in developed countries the public administration plays a very limited role. As the infrastructures in these countries are developed and widespread, there is a high degree of private ownership and management. This creates a limit to the apparatuses and functioning of

public administration. However, the role of public administration in developed countries is a restrained one. It also explains the existence of a unidentified, unspecified and unbiased civil service, performing devotedly the jobs allocated to it. The bureau cracy in these countries is very highly focused and professionalized. It is a large scale complex organization designed to perform complicated task. These countries have an ideal type of bureaucracy which is also known as the weberian type of bureaucracy.

4.3: FEATURES OF PUBLIC ADMINISTRATION IN DEVELOPED COUNTRIES

The important features of public administration in developed countries are as follows.

(i) **Task specialization**- There is a high degree of task specialization in the developed countries. It shows that the specialized departments will function by their own sphere of job such as agricultural, transport, defence, fiscal planning etc.

(ii) **Personal achievement-**In developed countrieswhen **the** individual achieves something than it is because of his personal effort and labour but not for his social stats or family status.

(iii) **Rationality**- The decision and law making process is largely rational in the developed countries.

(iv) **Responsibility of the governmental institutions** - The government institutions are present in all spheres of the life of the citizens in the developed countries. As there is popular interest in public affairs, there is a direct relationship between political power and legitimacy.

(v) **Ira Sharkansky' view** – Ira Sharkansky explains three characteristics of bureaucracies in developed countries I,e Bureaucracies are large having numerous sub units with specialized employees which reflects task specialization in wide range of governmental activities. Bureaucracy assets direction from other legitimate branches of government. Bureaucracy is considered to be professional I,e a sign of specialization among bureaucrats.

(vi) **Ferrel Heady's view** – Farrel Heady viewed five characteristics regarding the role of public administration in developed countries. They are (a) in these countries the public administration is large scale, complex and instrumental. (b) The bureaucracy demonstrates a sense of specializations. (c)Highly specialized bureaucracy. (d) The political process is fairly clear and the political institutions are generally definite and

accepted. (e) The bureaucracy is subject to effective political control by other specific political institutions.

4.4: PROBLEMS OF PUBLIC ADMINISTRATION IN DEVELOPED COUNTRIES

The public administration of developed countries are facing problem which is because of the lack of coherence between numerous service providing agencies and regulatory bodies. The problem especially surfaces at the local levels where the authorities design their own programs and also run the programs funded by the national authorities. The other example can be dominance of politicians in the matters of specialized domains of bureaucracy. Most of the developed states, especially in most of the continental part of Europe are called Administrative States and their bureaucracies perform certain specific functions. Rumki Basu in her book Public Administration: Concepts and Theories explains these functions. According to her, the public administration in these countries perf orms regulatory functions while ensuring the enforcement of law and order, collection of revenues and the national defense against aggression. Thus, the public administration provides a range of services like education, health, cultural, insurance, housing , unemployment benefits and communication and transport. They also play an important role in bringing about the economic growth of the country by operating industries, giving loans etc.

While public administration in developed countries generally functions at a higher level compared to developing nations, it still faces a variety of challenges. Some of the common problems in public administration in developed countries include:

1. **Bureaucratic Inefficiency:**

Despite having well-established bureaucracies, developed countries may still face challenges related to bureaucratic inefficiency, red tape, and slow decision-making processes. This can hinder responsiveness to emerging issues.

2. **Budget Constraints:**

Developed countries may experience fiscal constraints, especially during economic downturns or periods of recession. Limited budgets can impact the ability to fund essential public services, infrastructure projects, and social programs.

3. **Demographic Changes:**

Aging populations and demographic shifts can strain public administration systems, particularly in areas such as healthcare, social security, and pensions. Adapting to changing demographics poses challenges in resource allocation and policy planning.

4. **Technology Integration:**

Keeping up with rapid technological advancements can be a challenge for public administration. Integrating new technologies and ensuring cybersecurity are ongoing concerns that require continuous adaptation and investment.

5. **Public Trust and Perception:**

Maintaining public trust in government institutions is crucial. Scandals, perceived corruption, or inefficiencies can erode trust in public administration, even in developed countries.

6. **Political Polarization:**

Developed countries may face challenges related to increasing political polarization. Divided political landscapes can make it difficult to implement long-term policies and reforms.

7. **Globalization Issues:**

Globalization brings both opportunities and challenges. Public administration in developed countries must navigate issues related to international trade, migration, and the impact of global events on domestic policies and economies.

8. **Environmental Sustainability:**

Addressing environmental challenges, such as climate change and sustainable development, requires coordinated efforts from public administration. Balancing economic growth with environmental conservation is an ongoing challenge.

9. **Complex Policy Issues:**

Developed countries often grapple with complex policy issues, such as healthcare reform, education reform, and social welfare. Finding consensus on these issues can be challenging due to diverse perspectives and interests.

10. **Workforce Diversity and Inclusion:**

Managing a diverse and inclusive workforce is a priority for developed countries. Public administration must address issues related to equity, diversity, and inclusion to ensure fair representation and opportunities for all.

11. **Crisis Management:**

Responding effectively to unexpected crises, such as natural disasters, public health emergencies, or economic shocks, poses a challenge for public administration. Timely and coordinated responses are essential to mitigate the impact of crises.

12. **Cyber security Threats:**

Developed countries are increasingly vulnerable to cyber security threats. Protecting sensitive data and ensuring the security of critical infrastructure are ongoing concerns for public administration.

4.5: FEATURES OF PUBLIC ADMINISTRATION IN DEVELOPING COUNTRIES

Now a days the developing countries are confronting with the situation like poverty, illiteracy, unemployment, ill health condition, starvation, economic degradation, mal nutrition, corruption etc.in the different segments of the society and various stages of administration. So in the present situation, it is the public administration which has a vital role to play to eradicate all these problems and maladies by nation building and socio-economic developments. So it is not only the responsibility of thecentral government but also the prime duty of the state administrations to join hands for nation building. In order to bring changes in the above developmental measures, the government should engross in the following developmental activities.

(i) Provide capital for economic and social development.

(ii) Try to eradicate poverty, disease and social illness in the social sphere.

(iii) Building revitalizing in improving social institutions for the up-liftment and intellectual development of the society.

Thus in the third world countries of Asia, Africa and Latin America, the Public Administration plays a crucial role in national progress. As these countries became economically and politically weak after colonial rule, so it is the principal duty of the public sector organizationsto develop infrastructure for their progress. Though it is a great challenge before Public Administration, but the goal is not unattainable. The present century demands from the Public Administration that there should be institutional changes in the governmental organization and attitudinal changes in the individual set up. For the transformation of the society Public Administration should be reconstructed, renewed and strengthened. However, the problem of development and social change can only be moved by effective Public Administration. Public Administration is such a type of machinery which itself changes according to the changing environment. This is called modernization and development of administrative machinery. Viewing this situation, the Second United Nations Development Decade emphasized the following points.

a. To bring changes in the socio-economic field there is the demand of administrative revolution".

b. Inapplicable administrative structure, systems and practices should be replaced by active and dynamic mechanism.

c. There should be a commitment and capability of implementing plans, programs and projects of the Public Administration.

According to **Gerald Caiden** „The crucial role of Public Administration in contemporary society assumes

    a. Preservation of the polity

    b. Maintenance of stability and order

    c. Institutionalization of socio-economic changes

    d. Management of large scale commercial services

    e. Ensuring growth and economic development

    f. Protection of the weaker section of the society

    g. Formation of public opinion

    h. Influence of public policies and political trends.

4.6: PROBLEMS OF PUBLIC ADMINISTRATION IN DEVELOPING COUNTRIES

Public administration in developing countries often faces a range of challenges that can hinder effective governance and development. Some of the common problems include:

1. **Corruption:**

Corruption is a pervasive issue in many developing countries. It can undermine the effectiveness of public administration by diverting resources away from their intended purposes, eroding public trust, and fostering a culture of unethical behavior.

2. **Lack of Resources:**

Limited financial and human resources can impede the ability of public administration to deliver essential services and implement development projects. This may result in inadequate infrastructure, education, healthcare, and other critical services.

3. **Weak Institutional Capacity:**

Many developing countries struggle with weak institutions, including inefficient bureaucracies and a lack of skilled personnel. This hampers the effective implementation of policies and programs.

4. **Political Instability:**

Political instability and frequent changes in government can disrupt the continuity of policies and projects. This can hinder long-term planning and development efforts.

5. **Inadequate Infrastructure:**

Poor infrastructure, including transportation, communication, and energy networks, can impede economic development and hinder the delivery of public services.

6. **Bureaucratic Red Tape:**

Excessive bureaucratic procedures, red tape, and cumbersome regulations can slow down decision-making processes, discourage investment, and create barriers to effective governance.

7. **Lack of Accountability:**

Insufficient accountability mechanisms can contribute to mismanagement and corruption. The absence of checks and balances may allow officials to act with impunity, eroding public trust in government institutions.

8. **Limited Access to Information:**

Restricted access to information and a lack of transparency can hinder citizen engagement and oversight. Without adequate information, the public may be unaware of government actions, making it difficult to hold officials accountable.

9. **Inadequate Training and Education:**

Insufficient training and education for public servants can lead to a lack of skills and knowledge necessary for effective governance. This may result in poor decision-making and implementation of policies.

10. **Economic Challenges:**

Developing countries often face economic challenges such as high levels of poverty, unemployment, and inequality. These issues can strain public resources and exacerbate social problems, making it more difficult for public administration to address them effectively.

11. **Health and Environmental Issues:**

Public administration in developing countries may struggle to address health crises and environmental challenges due to limited resources and infrastructure. This can have long-term implications for the well-being of the population.

12. **Capacity for Technology Adoption:**

Many developing countries face challenges in adopting and integrating modern technologies into public administration processes. This can hinder efficiency and transparency.

Addressing these challenges requires comprehensive and sustained efforts, including reforms in governance structures, anti-corruption measures, capacity building, and investments in infrastructure and human capital. International cooperation and support can also play a crucial role in overcoming these obstacles.

4.7: SUMMARY

None can deny the fact that over the past days the responsibility of the governments and administration in developing countries has improved a lot. All the three organs of the government like the legislative, executive and judiciary are actively involving in the developmental process. Now a days, the Mass media, which is considered as the fourth pillar of democracy, is playing a vital role to bring about transparency and accountability in the administrative system. However, development has become a challenge, which needs the responsibility of the government as well as the people. Thus, the plans, policies, programmes which are implemented by the government must be transparent and accountable before the public.

4.8: KEY TERMS

- **Rationality:** Rationality is the quality of being guided by or based on reason. In this regard, a person acts rationally if they have a good reason for what they do or a belief is rational if it is based on strong evidence.

- **Revitalizing:** To revitalize something that has lost its activity or its health means to make it active or healthy again.

4.9: SELF ASSESSMENT QUESTIONS

- Public Administration is better understood as the governmental administration.
- Critically analyze the role of Public Administration in developing countries.
- Explain the role and problems of Public Administration in developed countries.

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BLOCK-2: THEORIES OF ORGANIZATIOS

Unit-5:   **Traditional Theory of Organization**

Unit-6:   **Scientific Management Theory**

Unit-7:   **Bureaucratic Theory**

Unit-8:   **Human Relations Theory**

UNIT-5: TRADITIONAL THEORY OF ORGANIZATION

Structure

5.1: OBJECTIVES

After going through this unit, you will be able to know:

- What is organization

- Traditional theory of organization

- Fayol's contribution to the traditional theory

5.2: INTRODUCTION

Organization is the general outline. It is a co-operative effort of a group of people in pursuit of a common objective. It is necessary that the group should be organized in order to attend the desired objectives of the administration. It is formed in order to achieve certain goals by bringing the individuals together, to share the work and act, with proper understanding over a period of time. It is an essential element of administration. It facilitates the proper utilization of men, material and money for the fulfilment of the defined objectives. So administration without organization is meaningless. There are two dimensions of organization such as formal and informal. So Dimock and Dimock said "Organization is the basic tool by means of which the administrative process is kept operating." Thus, organizations are important because a large number of people spend an immense portion of their time in them.

5.3: MEANING OF ORGANIZATIONS

The term "Organization" is derived from the word "Organicism" which means an organized body of independent parts sharing common activity. The concise oxford Dictionary defines the word "Organization" as to frame and put into working order. The term "Organization" lends to three different meanings such as:

a. Designing the administrative structure

b. Both designing and building the structure and

c. The structure itself.

In a static sense, an organization is a structure manned by group of individuals who are working together towards the fulfilment of the common objective and goal. It is the method of division of work. In simple meaning firstly a job is to be done; secondly division of work becomes essential if a group of person is engaged in undertaking the job. In the words of Gaus " Organization is the relation of efforts and capacities of individuals and groups engaged upon a common task in such a way as to secure the desired objectives with the list friction and the most satisfaction for whom the task is done and those engaged in the enterprises." The definition of Gaus highlights the human element in an organization.

According to E.N. Gladden organization as "the pattern of relationship between persons in an enterprise, so contrived as to fulfil the enterpriser's functions." In an active sense organization is a process of connecting together a framework of positions which can be used as a management tool for the most effective pursuit of an enterprise. It is the process of determining, arranging, grouping and assigning the activities to be performed for the attainment of objectives. According to Haimann "organizing is the process of defining and grouping the activities of the enterprise and establishing the authority relationship among them." This is a process of differentiation and interaction of activities. By differentiating it divides the work and by integrating it creates unity of effort among the various working units.

Definition of Organization

According to **Luther Gullick** "Organization is the formal structure of authority through which work subdivisions are arranged, defined and coordinated for the defined objective."

According to **Mooney** "Organization is the form of every human association for the attainment of common purpose."

According to **Gladden** "Organization is concerned with the pattern of relationships between persons in an enterprise, so constructed as to fulfill the enterpriser‟s function." According to **Simon "**ByOrganization we mean a planned system of cooperative effort in which each participant has a recognized role to play and duties and task to perform.**"** According to**Pfiffner** "Organization consists of the relationship of individual to individuals and of group to groups which are so related to bring about an orderly division of labour."

According to **L.D. White** "Organization is arrangement of personnel for facilitating the accomplishment of some agreed purpose through allocation of functions and responsibilities."

According to **Chester Barnard** "Organization is a system of consciously coordinated activities or forces of two or more persons."

According to **J.M.Gaus** "Organization is the relating efforts and capacities of the individuals and group engaged upon a common task in such as a way as to secure the desired objectives with the list friction and the most satisfaction for whom the task is done and those engaged in the enterprise. "

According to **Urwick** "Organization is determining what activities are necessary to any porpuse and arranging them in groups which may be assigned to individuals."

According to **Morstein Marx** "Organization is structure developed for carrying out the tasks entrusted to the chief executive and his administrative subordinates in the government."

According to **Louis A. Allen "**Organization is the process of identifying and grouping the work to be performed, defined and delegating responsibility and authority and establishing relationships for the purpose of enabling people to work most effectively together in accomplishing objectives".

Thus, from the above it is clear that Organization is the comprehensible harmonization of the accomplishments of a number of people for the attainment of common goal by authority, accountability, responsibility and division of labour.

Characteristics of Organization

According to Nicholas Henry there are different characteristics of organization. Such as

a. Organizations are purposeful, complex human collectivities.

b. Organizations are characterized by secondary or personal relationship.

c. Organizations are having limited goals.

d. Organizations are characterized by sustained cooperative activity.

e. Organizations are integrated with larger social system.

f. Organizations provide services and products to their environment.

g. Organizations are dependent upon exchanges with their environment.

Elements of Organization

According to **L.D. White,** "There are three primary elements of the Organizations such as persons, combined efforts, and a common efforts."

According to **C.I. Bernard** "The elements of the Organizations are Common purpose, communication, willing to serve."

According to H. A. Simon "the functions of an organization includes dividing the work among members, formulating standard practices , providing a communication system , transmitting decisions and training the members."

However, there are five common elements of the Organizations. They are

a. Accomplishment of defined objectives

b. Subjective specialization and distribution of work

c. Effective interrelation and coordination.

d. Principle of Hierarchy and channels of command.

e. Fixed Authority to provide directions.

5.4: BASES OF ORGANIZATIONS

Luther Gullick marked that there are four different bases of organizations. They are

1. **Resolution or Purpose-** It shows the functioning of the organizations. There are various departments such as health department, labour department, Human Resource Department, Defence Department etc. The purpose signifies the following to the organization.

(i) To gives comprehensibletask to the organization. (ii)To eliminate duplication of work

(iii) To facilitate development of coordinated principles.

(iv) To enable the fixation of responsibility. (v)To intelligible to the common man

Although there are different disadvantages of the propose such as neglecting the subordinating type of work, ignoring latest technologies, leading to departmentalism in thinking etc., but the purpose signifies as the important base of the organization.

2. **Process of development-** It signifies the specialized skills used by the organization in the performance of work. The examples of Organizations based on the process are Space Department, Law Department, Ocean Development Department and so on. The process tries:

(i) To facilitate maximum amount of specialization.

(ii)   To ensure the maximum utilization of up to date technical skill. (iii)To secure economy due to maximum use of labour saving machinery.

(iv) To encourage coordination in the technical work

(v) To encourage the development of career service

Although there are different downsides such as its limited use, inapplicable in the non-technical activities, importance to means rather than ends, leads conflicting situations, neglects the services of the generalist administrators etc. ., but the process defines the work of the organizations.

3. **Personnel management-** It means the services provided by the organization to its customers (clientele). The example of the Organizations based on the clientele are the Rehabilitation Department, Tribal welfare Department, and Women Welfare Department etc. The persons tries

(i) To make one agency responsible for all the needs of a group

(ii)   To facilitate coordination of different services provided for the beneficiaries.

(iii)   To establish a good relationship between the target group and the agency.

(iv)   To enable all the approaches to the problem

Moreover, there are several drawbacks of the clientele principle such as spread of various small departments, jurisdictional dispute among the departments, and violation of principle of specialization, but the persons are the real bases of the Organizations.

4. **Places of organization-** It refers the territorial area safeguarded by the organization. For example, the organization based on the places are external affairs department and territorial divisions within it, DamodarVellyCorporation etc. The important merits of the places are

(i) It coordinates of different service within the specified area.

(ii)   It adopts the national policies

(iii)   It is suitable in cases of long distance and communication difficulties.

(iv)　　　　It secures difficulties due to less communication cost.

Moreover, the places of organizations have also certain drawbacks such as it turns counter to uniformity in the administration of national policies, fosters localism at the cost of national outlook and solidarity, violates the principle of specialization due to multi-functional character, makes organization vulnerable to improper influences of regional interests and pressure groups etc. but it is very important base of the organization.

5.5: TRADITIONAL THEORY OF ORGANIZATION

The traditional or classical theory of organization was based on the formal administrative structure and basic management process. This theory was developed during the first half of the 20th century. This theory represents the merger of scientific management, bureaucratic theory, and administrative theory. The chief advocates of this theory are Henery Fayol, Luther Gullick, Lyndall Urwick, J.D. Money, A.C. Reiley, Mary Parker Follet and R.Shelton. March and Simon have characterized this approach as the administrative management theory. It is also designated as the Universalist approach or formal organizational theory, mechanistic theory or the structural theory or management process school and formal organizational theory. The theory is based on the theory is that a science of administration can be developed based on some principles and based on the experience of administrators. The theory always aims to create certain universal principles of organization. It deals primarily with the formal organization structure. This theory was based on two important things I.e. efficiency and economy. This theory had reached its topmost point in the year 1937 when Luther Gullick and Lyndall Urwicks published Papers on the Science of Administration". Later that book had become a very persuasive exposition of the classical approach of administration.

Characteristics

The characteristic features of the Classical Theory of organization are as follows:

(i) Specialization or division of work.

(ii) Hierarchy or the grading principle of the organization

(iii) Rationality or Reasonableness of the employees.

(iv) Impersonality or impersonal decision making system.

(v) Command or Order

(vi) Structure of the organization

(vii) Economy and efficiency

From the above characteristics, it is the division of labour is the central component of classical theory. It also advocates the concept of „economic men", which means the employees in the organization are motivated and guided by the economy or the material rewards. The proponents of the theory firmly believed that economy and efficiency of the organization can be maximized when that is established in accordance with certain fundamental principles. However, the exponents of the classical theory of organization exposed that the formal structure of the organization are same for all types of organizations, may be private or public. For this Mohit Bhattacharya said "Assertion of positivism and universalism, administration is a science and its principles are universally applicable."

5.6: FAYOL'S CONTRIBUTIONTRADITIONAL THEORY OF ORGANIZATION

The French mining engineer, Henery Fayol (1841-1925) is popularly known as the father of Classical Theory of the organization. He was also a renowned industrialist and a successful manager. In 1916, he had published a monograph on „General and industrial management" in France. Further in 1929 the monograph was translated into English and published again. In this monograph, he made no distinction between Public Administration and Private Administration. The theory has developed an administrative science which can be applied equally on both private as well as public affairs. He has classified the study of classical or traditional administrative Theory as actions on Industrial Undertaking, fundamentals of administration and principles of administration. Let us discuss them as under.

A.   Actions on Industrial Undertaking

It is the activities of an industrial undertaking which takes place as the whole process of the enterprise. The whole process is divided into the following six categories.

  a.   The activities deals with production, manufacture, adaptation etc.
  b.   The activities deals with buying, selling, exchange etc.
  c.   The activities for proper utilization of capital
  d.   The activities for protection of properties and persons
  e.   The activities for taking the stocks, balance sheet, costs, statistics etc.
  f.   The administrative activities for planning, organizing, commanding, coordinating and controlling.

B.   Fundamentals elements of Administration

Hennery Fayol interpreted the fundamental elements of the administration are as follows.

(a) Administration should predict the plan of action which examines its future. There should be unity, continuity, flexibility and precision in the plan of action of the administration.

(b) Administration should be organized and there should be cooperation between the material and human structure in the enterprise.

(c) Administration should command to maintain activity among the employees.

(d) Administration should maintain coordination among the workers to accord and amalgamate all the accomplishments and determinations.

(e) Administration should control every act of administration with the recognized instructions and articulated command.

From the above, elements it is clear that Henery Fayol has defined management in terms of five functions such as Planning, Organizing, Commanding, Co- coordinating and Controlling (POCCC). According to Fayol, administrative skill rather their technical ability is essential at higher levels of an organizing. So, he wrote "Technical ability predominates lower down the ladder and managerial ability higher up". He said technical knowledge is essential for the development of administrative proficiency. Therefore, he suggested administrative training for all the employees at all levels of organization. In fact, he is the first person, who solicited for administrative training for the employees for the smooth and better functioning of the administration. He, also suggested six qualities of administrators or the managers. These qualities are physical, mental, moral, general education, special knowledge and experience.

5.7: PRINCIPLES OF ADMINISTRATION

Further Fayol analyzed fourteen principles of organization as a general guide to the administrative process and practices. However, Fayol emphasized that "without principles one is in darkness and chaos; intrest, experience and promotion are still very handicapped, even with the best principles. The principle is the light house fixing the bearings but it can only serve those who already know the way into port. ". Let us explain the principles of administration.

(i) Division of work or work specialization

Division of work or work specialization is a natural activity in every organization. The skill of specialization or functional specialization produces more and better work with the same effort. It is also called separation of powers.

(ii) Authority and responsibility

Authority and responsibility refers to the right to order and the power to obedient. Authority and responsibility are the two sides of the same coin. Without responsibility, the authority is meaningless. So it should be functioned in a interrelated and coordinated manner.

(iii) Discipline, orderliness and obedience

Discipline, orderliness and obedience are the important characteristics of the organization. It refers to the established rules, procedures, guidelines under which all the functioning of the administration runs. So for the proper functioning of the organization, discipline is inevitable. The best means of creating and upholding it are as follows:

    a. Good superiors at each and every levels of the organization.

    b. Clear and fair agreements

    c. Justiciable sanctions

(iv) Unity of command

In simple words Unity of command refers to that an employee of an organization should receive or obey the command from one superior only. According to Fayol "Should it be violated, authority is undermined, discipline is in jeopardy, order disturb and stability threatened." . He further said that an employee cannot be two superior authority or dual command. The factors resulting dual commands are:

    a. Division of authority between two persons leads to dual command.

    b. Improper division of the department.

    c. Constant linking up between different departments.

(v) Unity of direction

According to Henery Fayol"It is essential for unity of action, co-ordination of strength and focusing of effort. The unity of direction is provided for by sound organizationsof the body corporate, unity of command turns on the functioning of the personnel. Unity of command cannot exist without unity of direction, but does not flow from it. " Thus the principle of „one head one plan" is emphasized on the unity of direction.

(vi) Subordination of individual interest to general interest

Organization is not based on the personal or individual or group of individual''s interest. It reconciles the both interests and then finalizes the blue print for the organization. It may reconcile through various processes such as taking the good examples on the part of the superior authority, transparent and fair agreements, continuous and regular supervision etc.

(vii) Remuneration of employees

Remuneration refers the price what the employee gets for his service towards the organization. However, there are various grounds on which remuneration varies. They are business environment, living condition, accessibility of personnel, financial position of the business, value of the employee, mode of payment adopted etc. but according to Fayol there are various modes of payment for the employee such as time rates, job rates, price rates, bonuses, profit sharing and non-financial rewards.

(viii) Centralization

Centralization is also equally important like decentralization and division of power in an organization. It is also present in each and every type of organization. According to Fayol "the question of centralization or decentralization is a simple question of proportion… Everything which goes to increase the importance of the subordinate''s role is decentralization, everything which goes to reduce is centralization". Thus decentralization and centralization is equally important for the smooth functioning of the administration.

(ix) Scalar chain

The scalar chain refers to the hierarchical system of administration where the chain extending from the top or superior authority to the lowest of subordinate authority. The chain binds all the personnel in an organization with their own responsibilities and dignities. The process te3nds to everybody to follow the path of unity of command. For this Fayol suggested an alternative route that is most popularly known as „Gang Plank'' which is essential to speed of the communication in the administration.

(x) Command or order

Command or order states that there should be separate places for each and everything. The right men should be in right place. A place for every one and every one in his place is the basic thing of the principle of organization.

(xi) Fairness and equity

Fairness or equity results from a combination of kindness and justice. The organizationalauthorities should treat the employees of their organization with kindness and try to

encourage them to discharge their duties properly with established rules and procedure.Thus, the authorities should maintain fairness and equity in each and every step of the organization.

(xii) Stability of tenure of the personnel

Job stability and job satisfaction are the two basic features of the employees. Employees also need time to strengthen in their field of work. So they should be fixed and stabilized in one type of working environment and organization. If there is a change in the organization then it will be very difficult to find the efficient workers.

(xiii) Power of thinking or taking initiative

This is a principle whichbrings enthusiasm and liveliness on the part of employees at every levels of the organizational ladder. This is regarded as the great source of strength for business. It develops the power of thinking out a plan for the success of the organization.

(xiv) Esprit de Crops

 Esprit deCrops refers to maintain harmony or union among the personnel of the enterprise which signifies a great source of strength for it. There should be the unity of command in any organization for its success.

However, according to Mooney and Reiley there are four principles of organization. They are the co-coordinative principle, the scalar chain principle, the functional principle and the line staff principle.

5.8: SUMMARY

Henri Fayol's traditional theory of organization, often referred to as classical management theory, is based on his work during the early 20th century. Fayol, a French industrialist and management theorist, outlined his principles of management in his book "General and Industrial Management." Fayol's principles laid the foundation for classical management thought, emphasizing the need for a well-defined organizational structure, clear lines of authority, and efficient management practices. While some aspects of his theory have been criticized for being too rigid, they remain influential in understanding the fundamentals of organizational management.

5.9: KEY TERMS

- **Authority:** The right to give orders and expect them to be obeyed.
- **Responsibility:** The obligation to perform assigned tasks.
- **Centralization:** The degree to which decision-making authority is concentrated in a few individuals.

- **Order:** Proper arrangement of people and resources for maximum efficiency..
- **Equity:** Fair and just treatment of employees.

5.10: SELF ASSESSMENT QUESTIONS

- What is an organization? Discuss its features.
- Discuss Fayol's contribution to the traditional theory of organizations.

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UNIT-6: SCIENTIFIC MANAGEMENT THEORY

Structure

6.1: OBJECTIVES

After going through this unit, you will be able to know:

- What is scientific management theory
- Principles of scientific management theory
- Advantages and disadvantages of scientific management theory

6.2: INTRODUCTION

Taylor was born in Germantown of Pennsylvania, on 20th March 1856, into an affluent Philadelphia family. His father was a lawyer from an old Pennsylvania Quaker family and his mother, Emily Winslow, from an old New England Puritan family. Taylor had strong European connections. He was educated in France and Germany and travelled throughout Europe before eventually returning to the Phillips Exeter Academy in New Hampshire. However, despite his well-to-do background, Taylor began his working life at the bottom of the engineering hierarchy. He initially worked as an apprentice at the William Sellers Company in Philadelphia, and in 1878 went to work at the Midvale Steel Company. At Midvale, Taylor began as a clerk, though he soon moved down the company"s ranks to become a labourer. At this time of his life he undertook a range of roles. In six years at Midvale he was keeper of tool cribs, assistant foreman, foreman, master mechanic, director of research, and finally chief engineer of the entire plant.

6.3: MEANING OF SCIENTIFIC MANAGEMENT

In the first decade of the twentieth F.W. Taylor had propounded the scientific management theory. But the concept and methods of scientific management was also developed in the works of Charles Babbage, H.R Towne, F. Halsay and HeneryMatcalf before him .However, Louis Brandies in 1910 had used the term „scientific management" for the first time. Moreover, the theory, techniques and methods of scientific management was firstly given in a detailed and systematic explanation. So he is regarded as the father of scientific management theory. Another insight into his energetic approach to life was the way he tackled sport. He was anwonderfully gifted athlete, Taylor brought both dogged determination and inventiveness to all his endeavours. In 1881 he won the doubles at the US tennis championships – but, not content with that, he then designed his own tennis racket, which resembled a spoon, and his patent pageant also included a lawn tennis net.

Taylor , in his works; A Piece Rate System in 1985, Shop Management in 1903, Art of Cutting metals in1906, and Principles of Scientific Management in 1911 ; has contributed various aspects of scientific management theory. The major supporters of this theory were H.L. Gantt, C.G.Barth, H.Emerson, Gilberth and Gilberthetc.the theory had its intellectual home in American business schools. Its motivating concern was to improve organizational efficiency and economy for the sake of increased production. The theory of scientific management movement had a significant impact on administrative thought and practicein both industrial as well as governmental organizations. During 1920 and 1940 the Stakhanovite Movement has spread from USA to other parts of the world.Taylor "promised to use „science" to increase profits, get rid of unions, increase the thrift and virtue of the working classes, and rise productivity to the point where society could enter a new era of harmony based in the high consumption of mass-produced goods by the previously deprived classes". In this pursuit he put his faith in those analytical tools that would provide precise measurements and levers for the control of production. Taylor had experimented science from the minute examination of individual workers" tasks. He made careful experiments to determine the best way of performing each operation and the amount of time it required, analyzing the materials, tools, and work sequence and establishing a clear division of labour between management and workers. Such an approach anticipated the rise of reductionism the belief that if a problem can be reduced to its smallest component, and that component understood, then it is possible to comprehend the whole. A famous example of this thinking involved a theoretical pig iron handler called Schmidt.

Taylor has interpreted the management as a true science which is based on fixed laws, rules, and principles. These principles are unique for each and every organizations. For working in the most efficient manner, Taylor calculated that Schmidt could load 47 tons a day rather than the usual 12½ tons. Such precise calculations of productivity, he believed, meant that workers would know exactly what was expected of them and that managers would know exactly how much should be produced. It also meant that more accurate piecework rates could be set with more reliable bonuses and penalties. Such experiments laid the groundwork for the principles of scientific management which were first published in 1911. These included time studies, standardization of tools and implements, standardization of work methods and the use of "slide-rules and similar time- saving devices". However, Taylor has emphasized on the three assumptions such as the organizational functioning can be improved with the application of scientific methods; a good worker is one who doesnot initiate action, but accepts the orders of the management; every worker is an economic man because every individual is motivated by material factors or monetary factors.

6.4: AIMS OF SCIENTIFIC MANAGEMENT

The aims of scientific management are as follows

(i) Scientific management aims to increase production of the organization by using standardized equipment, tools and methods.

(ii) Scientific management aims to improve the quality of the output by doing research.

(iii) Scientific management aims to reduce the cost of production by using rational plans and cost control mechanisms.

(iv) Scientific management aims to eliminate the waste by changing the methods of manufacturing.

(v) Scientific management aims to placement the right persons in right place by using scientific techniques.

(vi) Scientific management aims to provide incentive in wage payment with the efficiency of the workers.

6.5: PRINCIPLES OF SCIENTIFIC MANAGEMENT

Taylor has suggested four principles of scientific management. They are given as follows

• The development of a true science which is not the old rule of thumb principle

- The scientific selection of the workman by giving them proper training.
- The scientific education and development of the workman by ensuring that work is done in accordance with the scientific principle.
- Intimate and friendly cooperation between the management and the men by dividing the work and responsibility.

He further summarized scientific management as:

- Science, not rule of thumb
- Harmony, not discord
- Cooperation, not individualism
- Maximum output, in place of restricted output
- The development of each man to his greatest efficiency and prosperity.
- However, the basic principles behind the scientific management is to change the mental attitude of the workers and management towards each other. So Taylor said it as "Mental Revolution" or "New Outlook".

6.6: TECHNIQUES OF SCIENTIFIC MANAGEMENT

The techniques or mechanism or method of scientific management are as follows

1- Functional foremanship- According to Taylor the worker of an organization is guided and supervised by eight functional foreman. They are divided under two heads. Among the eight four are responsible for planning and setting in the planning room and other four are responsible for execution and serve on the shop floor. The four who sits in the planning room are order of work and route clerk, instruction card clerk, time and cost clerk and shop disciplinarian. The other four who are in the shop floor are Gang boss, Speed boss, Inspector, Repair boss. He rejected the system of single foremanship or unity of command.

2- Study of the Motion- The motion study involves the observation of all motions in a specific job and then determines the best set of motions. It is designed to determine a preferable work method and one best way to do a work.

3- Study of the time- This technique uses stop watch to determine the standard time for accomplishment of its job objectives.

4- Different piece rate plan- Under this plan Taylor suggested that the worker who produce above standard should receive higher wages than those producing below standard.

5- Other techniques or methods – This includes standardization of tools, by prompting the new classification models, setting separate plans, using slide rules for time saving implement, using modern cost system, coming with new routine system, etc.

6.7: ADVANTAGE AND DISADVANTAGE OF SCIENTIFIC MANAGEMENT

The benefits of scientific management are as follows

1- It replaces the old and traditional rule of thumb by using scientific techniques

2- It has a proper selection and training method for the workers.

3- It establishes a harmonious relationship between workers and management. 4- It achieves the equal division of responsibilities and duties.

5- It standardizes the tools, equipment and methods.

6- It gives the detail instruction and constant guidance to the workers. 7- The incentive wage system helps for higher production.

8- It eliminates the waste.

9- It satisfies the needs of the customer by providing them high quality product with minimum price.

The disadvantage of the theory are:

1- It only emphasizes on the shop floor management and neglectsthe organizational process beyond that level. It also ignores about the integration of higher levels of the organization.

2- It has emphasized on the mechanical part of the organization. Thus it undermines the human side of the organization.

3- It underestimates and over simplified human motivation. It only emphasizes the economic or material rewards.

4- March and Simon described it as psychological or organization theory.

5- It makes trade unions unnecessary by resolving all sorts of disputes by effective cooperation.it is opposition to the managers as they lose their judgement and direction due to adoption of scientific method and increasing their work and responsibilities.

6- As the wage system is based on the efficiency of the workers, it does not hike on a regular proportion. So it exploits the workers.

7- It over simplified the workers motivation.

6.8: SUMMARY

However, besides all sorts of criticisms the theory has a great impact and influences the public administration in various ways such as developing the efficiency of the workers and widely accepted values and methods by each and every sections of the society. During 1920 to 1930, the various concepts of scientific management were widely accepted in the community of professional administrators and scholars of public administration. Moreover Taylors, Scientific Management theory had a major influence on the growing reform and economic movements in public administration.

6.9: KEY TERMS

- **Standardization:** The development of standardized procedures and methods for performing tasks to ensure consistency and efficiency in production.
- **Merit-Based Promotion:** The idea of promoting workers based on merit and performance rather than seniority, with the goal of encouraging productivity and efficiency.
- **Economic Man:** The assumption that workers are primarily motivated by financial incentives and will act in their economic self-interest.

6.10: SELF ASSESSSMNET QUESTIONS

- What is scientific management theory? Discuss its features.
- Discuss the contribution of F.W.Tylor to scientific management theory.
- Discuss the merits and demerits of scientific management theory.

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UNIT-7: BUREAUCRATIC THEORY

Structure

7.1: OBJECTIVES

After going through this unit, you will be able to know:

- What is bureaucratic theory
- What is bureaucracy
- Max Weber's Views on bureaucratic theory

7.2: INTRODUCTION

Max Weber was a versatile scholar who contributed to many fields of humanity studies viz. Economics, History, Political Science, Sociology, Public Administration, Law, Religion and Culture Studies. He was a key proponent of methodological anti-positivism, arguing for the study of social action through verstehen method, i.e. interpretive means based on understanding the purpose and meaning that individuals attach to their own actions. So far as Public Administration is concerned, his seminal contribution is found in his studies of bureaucracy and leadership. His analysis of formal organization and of bureaucratic model are considered important because of his insight into the nature of bureaucracy as a rational- legal model of organizational leadership and of his in-depth analysis of the behavioural characteristics of the bureaucrat as the specimen of politically neutral and professionally efficient agent of the bourgeois state machinery. Historically, he was contemporary with the scientific management movement and was well-conversant with the

economic, legal, political and cultural tradition of European society. Weber's bureaucratic model has been the subject of both intense admiration as well as sharp criticism.

7.3: MEANING OF BUREAUCRATIC THEORY

In 1922, the German sociologist Max Weber described many ideal-typical forms of public administration, government, and business in his essay, The Nature, Conditions, and Development of Bureaucratic Herrschaft published in his magnum opus, Economy and Society. Max Weber said "Bureaucratic administration means fundamentally domination through knowledge". His critical study of the bureaucratization of society became one of the most enduring parts of his work. The term „bureaucracy" was first coined by V. D. Gourney, a French economist in 1745. The word has come out from the word "bureau" which was used in the earlier part of 18th century in Western Europe. Gurney said that "we have an illness in France which bids fair to play havoc with us; the illness is called bureaumania". In France the word "bureau" means desk which not just refers to a writing desk,but to an office i.e. an work place where officials worked. Short period before French revolution in 1789, bureaucracy came into use and rapidly spread to other countries. In Germany bureaucracy was called "burokratic". It was defined as the authority or power which various government departments and their branches appropriate to themselves over fellow citizens. Thomas Carlyle described the spread of the term as "the continental nuisance".

According to Weber " the most efficient and rational way of organizing, bureaucracy was the key part of the rational-legal authority, in which human activity can be organized, and thus that is indispensable to the modern world. His ideal-typical bureaucracy is characterized by hierarchical organization, delineated lines of authority in a fixed area of activity, action taken on the basis of and recorded in written rules, bureaucratic officials need expert training, rules are implemented by neutral officials, and career advancement depends on technical qualifications judged by organization, not individuals. He specifiesthat both the public and private bureaucracy is based on specific capabilities of various offices. These skills are specified in various rules, laws, and administrative regulations. This means there is a rigid division of labor, a chain of command is established in which the capacity to coerce is specified and restricted by regulations. There is a regular and continuous execution of the assigned tasks by people qualified by education and training to perform them. However, the term „bureaucracy" has been used in the following different terms. Such as;

a. **As a form of Government**- bureaucracy as a form of government can be better understood in Plato‟s Republic and Aristotle‟s Politics. Plato stated that the government

is based on the skills of the individual and he divided the society under three heads namely Reason, Spirit and Appitite. He further emphasized monarchy as the best form of government ruled by the philosopher king.Further Aristotle in Politics described three types of constitution such as Kingship, Aristocracy and Polity and each had its corrupted form takes the shape of Tyranny, Oligarchy and Democracy. From aristrocracy to democracy, bureaucracy play a major rule in the form of the government.

b. **As a form of Organization**-According to E.N. Gladden „the term bureaucracy means a regulated administrative system organized as a series of interrelated offices." Max Weber also emphasized on division of work, proper working procedures, hierarchy etc. this shows that bureaucracy is also used as a form of organization.

c. **As a form of Ideal Construct-**It is an ideal type as max weber said that there are division of labour, working procedure, abstract rules, the structure of hierarchy, emphasizing on legal authority.

7.4: EVOLUTION AND RISE OF BUREAUCRACY

The conventional writings on bureaucracy came from Karl Marx, Max Weber, Robert Michels, and Gaetano Mosca. But the German Sociologist, Max Weber began a systematic study of bureaucracy. According to Marx, bureaucracy like the state itself, is an instrument by which the dominant class exercises its domination over their social classes. Robert Michels describes the iron law of oligarcy in his famous book „Political Parties". In that he described about the affinity of bureaucratic structure in all large type of organizations.   Thus, in brief in the larger organizations, power is concentrated in fewer hands I.e. the oligarchs. In his book „The Rulling Class" G. Mosca devided the political parties into two types. They are Fedual and Bureaucratic. However, it is Max Weber who gave a systematic formulation of the bureaucratic theory. He called the formulation of bureaucracy as an „Ideal Type" which was purely his mental picture. Thus it is considered as a utopia.

7.5: TYPES OF BUREAUCRACY

According to Morstein Marx there are four types of bureaucracy such as the guardian bureaucracy, the caste bureaucracy, the patronage bureaucracy and the merit bureaucracy. Plato"s concepts of philosopher king is an example of guardian bureaucracy. The bureaucratic system in China before 960 AD and Prussia between 1640 and 1740 AD are the examples of Guardian bureaucracy. Caste

bureaucracy was generally found in oligarchical political systems. For example the Brahmins and Kshatriyas were becoming higher officials in ancient India, the aristocratic classes were preferred to the Civil service positions in England and Roman Empire were under the model of caste bureaucracy. Patronage bureaucracy is also called the spoils system. For example the system in USA and UK in the middle of the 19th century were under the model of patronage bureaucracy. The fourth type of bureaucracy, known as merit bureaucracy puts strong emphasis on political control over the administrative system. It aims to recruit the best man for the public service. This type of bureaucracy is also different from other types on the basis of merit.

7.6: MAX WEBER'S VIEW ON BUREAUCRACY

Max Weber is the master theoretician of the concept of Bureaucracy, whose model has been claimed as a rational type and universal. With the emergence of the modern states the bureaucratic system has obtained a great importance. Max Weber said the system of free enterprise and money economy, the essence of capitalism, fostered bureaucracy. With the dynamic economic development capitalist organizations, there is a need of strong and orderly government. Weber observed that capitalism is the most rational basis for bureaucratic administration and enable it to develop in most rational form especially because from a fiscal point of view it supplies the necessary money resources.

In his theory Max Weber has built on principles outlined by Frederick Taylor in his scientific management theory. Like Taylor, Weber advocated a system based on standardized procedures and a clear chain of command. Weber stressed efficiency, as did Taylor, but also warned of the danger of emphasizing technology at the expense of emotion.One primary difference between Max Weber and management, and other theories of management, is that while Weber outlined the principles of an ideal bureaucracy, he also pointed out the dangers a true bureaucracy which is based on clearly defined job roles, a hierarchy of authority, standardized procedures, meticulous record- keeping, hiring employees only if they meet the specific qualifications for a job.

7.7: PRINCIPLES OF BUREAUCRATIC THEORY

Max weber emphasized on the bureaucratic theory as an Ideal Type or rational type whose principles are given below.

A. **Job specialization or division of labour**- Jobs are divided into simple, routine and fixed category based on competence and functional specialization.

B. **Authority Hierarchy or well defined Authority** - Officers are organized in a n hierarchy in which higher officer controls lower position holders i.e. superior controls subordinates and their performance of subordinates and lower staff could be controlled.

C. **Formal selection or Abstract Rules** - All organizational members are to be selected on the basis of technical qualifications and competence demonstrated by training, education or formal examination.

D. Formal rules and regulations: - To ensure uniformity and to regulate actions of employees, managers must depend heavily upon formal organizational rules and regulations. Thus, rules of law lead to impersonality in interpersonal relations.

E. Impersonality or no irrational Sentiments - Rules and controls are applied uniformly, avoiding involvement with personalities and preferences of employees. Nepotism and favoritism are not preferred.

F. **Career orientation** - Career building opportunity is offered highly. Lifelong employment and adequate protection of individuals against arbitrary dismissal is guaranteed. Here managers are professional officials rather than owners units they manage. They work for a fixed salaries and pursue their career within the organization.

G. **Formulated and recorded official records-**

In the weberian bureaucracy the administrative acts, decisions and rules are formulated and recorded in writing. In order to make the administration accountable to people and provide a ready reference is the most vital part.

H. There should be a demand and interest for personal affairs.

7.8: LIMITATIONS OF BUREAUCRATIC THEORY

Bureaucratic theory has also characterized as a soulless, inflexible machine which seems to be unsuited to the dynamic needs of social transformation. It is also criticized as red- tap, rigidity, and never ending rules and regulations etc. However, the limitations of the theory is also given as under:

1) **Informal relationship is not considered** - It does not consider the informal relationships between individuals working in the organizations.

2) **Outdated system**: - Its system of control and authority are outdated which can‟t work in such a changed environment.

3) **Inadequate means**: - Bureaucratic theory does not possess adequate means resolving differences and conflicts arising between functional groups.

4) **A closed system Model**- it is also described as a closed system model as did not take into account in details the interaction between organization and its environment.

5) **A Machine Theory-** It is also regarded a machine theory as it is concerning with the formal structure of the organization undermining the human dimension.

7.9: SUMMARY

Weber was, no doubt, a champion of bureaucracy and spoke eloquently about the rational character of his model of administration. In his book Economy and Society, Weber has underlined the technical superiority of bureaucracy. David Betham, however, has pointed out that Weber's political writings focus on the negative aspects of bureaucracy and the essential limitations of his bureaucratic model. In his political writings, Weber appears as a critic of bureaucracy in real life politics and considers the political supervision of bureaucracy by the popularly elected leadership essential for the healthy functioning of the democratic system. Throughout the history of management studies, the term "bureaucracy" has been used by academic scholars, business executives and public practitioners from diverse disciplines. The usefulness of the term depends largely upon how the concept is interpreted and understood. Generally speaking, 'bureaucracy' is perceived as a form of organization that emphasizes precision, speed, clarity, regularity, reliability, and efficiency achieved through fixed division of tasks, hierarchical supervision, and detailed rules and regulations. Weber basically means that there is a need to establish a rational basis for the organization and management of large-scale undertakings, whether public or private. The most critical problem would be to devise a system and structure whereby any large-scale organization might function systematically and efficiently. For Weber, bureaucracy was management by the office or position rather than by a person or patrimonial. He conceived bureaucracy as an ideal, not the most desirable, organization which would be perfectly rational and provide maximum efficiency in operation. His model was rather a hypothetical rather than factual description of how most organizations were structured. He perceived bureaucracy as a rational-legal authority which is far superior to the traditional and charismatic authority.

7.10: KEY TERMS

- **Bureaucracy:** A formal organizational structure characterized by a clear hierarchy of authority, well-defined roles and responsibilities, and standardized procedures and rules.
- **Impersonality:** Bureaucracies are designed to operate based on rules and procedures rather than personal preferences. Decisions and actions are expected to be impartial and objective.

7.11: SELF ASSESSMENT QUESTIONS

- What is bureaucracy? Discuss features of bureaucracy.
- Discuss Max Weber's views on bureaucratic theory.

7.12: REFERNCES

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UNIT-8: HUMAN RELATION THEORY

Structure

8.1: OBJECTIVES

After going through this unit, you will be able to know:

- The human relations theory
- Contribution of E.Mayo to Human Relations Theory

8.2: INTRODUCTION

This theory came as a reaction to the classical approach, which stressed on formal structure of the organization in 1930s. The classical school neglected the human side and under emphasized on the socio-psychological aspect of the organization. In the views of the classical economist, there are five fundamental elements of production. They are land, labour, capital, enterprise and organization. However, the most important and most valuable point and sixth element of the organization is the „Human Relation Approach". According to Oliver Sheldon "Industry is not a machine; it is a complex form of Human associations. The true understanding of industry is to understand the thoughts of those engaged in it". The human relations theory is a researched belief that people desire to be part of a supportive team that facilitates development and growth. Therefore, if employees receive special attention and are encouraged to participate, they perceive their work has significance, and they are motivated to be more productive, resulting in high quality work. In the theory the individual attention and recognition aligns with the human relations theory

and many theorists supported the motivational theory and the studies supported the importance of human relations in business.

8.3: DEVELOPMENT OF HUMAN RELATION THEORY

The American sociologist Professor George Elton Mayo in his Hawthorne studies concentrated on the workers behavior and productivity and proved that the most influencing factor of productivity are relationships. Elton Mayo was in charge of certain experiments on human behavior carried out at the Hawthorne Works of the General Electric Company in Chicago between 1924 and 1927. His research findings have contributed to organization development in terms of human relations and motivation theory. What he found however was that work satisfaction depended to a large extent on the informal social pattern of the work group. Where norms of cooperation and higher output were established because of a feeling of importance, physical conditions or financial incentives had little motivational value. People will form work groups and this can be used by management to benefit the organization. The others researchers such as

W.J. Diction, T. N. Whitehead etc also realized productivity increased due to relationships and being part of a supportive group where each employee's work had a significant effect on the team output. As a side result, the researchers noticed that the increased attention the workers received by the researchers increased motivation and productivity, which resulted in what is the Hawthorne Effect. After the Hawthorne experiments, Abraham Maslow and Douglas McGregor revealed how the motivational theory ties in with theories of human relations. Maslow suggested five basic needs such as, physiological, safety, love, esteem and self-actualization, were motivating factors when viewing an employee's work values, and because the employee is motivated to ensure the most important of these individual needs are met. McGregor supported motivation beliefs by realizing that employees contribute more to the organization if they feel responsible and valued. The result of the studies regarding human relations in the workplace show that people want to have a sense of belonging and significance while being treated with value and respect. Treat an employee with respect and value, and their individual productivity and quality increases to support the organizational team. The human relations falls under the umbrella of human resources; therefore, the human resources theory is different from the human relations management theory.

8.4: PHASES OF HAWTHORNE STUDIES

The Hawthorne studies were conducted in the following four phases.

ILLUMINATION EXPERIMENT (1924-1927)

In this experiment mayo changed the physiological aspects related to work, but the productivity showed no direct relationship. This experiment proofed that productivity is not only the function of physiological aspects but is also influenced by the social and psychological factors too. This experiment was conducted to determine the effect of different levels of illumination on workers" productivity.

II. RELAY ASSEMBLY TEST ROOM EXPERIMENT (1927)

In this experiment mayo tried to analyze the relationship between working condition and morale. In this experiment mayo made changes with respect to the incentive, rest periods, work conditions etc., but such changes caused no improvement in productivity. This experiment has aimed to observe the effects of various changes in working conditions on theworkers

III. MASS INTERVIEWING PROGRAMME (1928-1931)

In this experiment mayo asked the employee about their grievances. This activity improved the productivity of the employees. This experiment tries to explore the employees feeling I.e. the attitude of the employees.

IV. BANK WIRING EXPERIMENT (1931-1932)

This experiment highlighted the social cohesion among the employees. It understands better how the norms that controlled each members output, were established by the workers social group.

The above experiments are published in 1939 by Roethlisberger and Dickson. The Social and psychological factors includes at work place these factors determine workers morale and output, not physical factors, Organization is social system, Non-economic rewards affects the workers behavior and morale , Workers are not isolated but are social animals, Workers react to management as members of informal groups rather than individual , Workers tend to form small social groups (informal groups) which sets production norms and behavioral patterns, Leadership, style of supervision and participation play a greater influence on workers behavior, satisfaction and productivity Elements of human relation theory .

8.5: FINDINGS OF HAWTHORNE INVESTIGATION

The findings of the experiments of E.Mayo are as follows

1. Work is a group activity.

2. The social world of the adult is primarily patterned about work activity.

3. The need for recognition, security and sense of belonging is more important in determining workers" morale and productivity than the physical conditions under which he works.

4. A complaint is not necessarily an objective recital of facts; it is commonly a symptom manifesting disturbance of an individual"s status position.

5. The worker is a person whose attitudes and effectiveness are conditioned by social demands from both inside and outside the work plant.

6. Informal groups within the work plant exercise strong social controls over the work habits and attitudes of the individual worker.

7. The change from an established society in the home to an adaptive society in the work plant resulting from the use of new techniques tends continually to disrupt the social organization of a work plant and industry generally.

8. Group collaboration does not occur by accident; it must be planned and developed. If group collaboration is achieved the human relations within a work plant may reach a cohesion which resists the disrupting effects of adaptive society.

With these findings Elton Mayo is considered as the father of human relation theory. He conducted Hawthorne studies to interpret the psychological and human aspect of organization.

8.6: ELEMENTS OF HUMAN RELATIONS THEORY

There are three elements of human relation theory. They are (i) The Individual, (ii) Informal organization (iii) Participative management.

(i) **Individual:** - It recognizes importance of individual emotions and perceptions. According to this theory each person bring his own set of attitudes and skills to the job. The workers production depends upon the human relation at the work and not the physical or the economic conditions.

(ii) **Informal organization**: - It recognizes the existence and influence of informal organization. It is a sect of work relationships that grow out of the mutual interaction of persons

working together over a long period of time. Participative management-human relation theory advocated this style. He advocated participation of workers in decision making with regard to their working conditions.

(iii)   **Participative Management: -** The theory aims at participation of workers in decision making with regard to their work conditions advocating the participative style of management. This brings a lot of advantages to the workers as they get enough time to discuss with their superiors. It also develops a sense of participation in the group and increases higher productivity etc.

8.7: CRITICISMS OF HUMAN RELATIONS THEORY

The concept of human relations is criticized under the following heads.

(i) The theory tried to substitute human relations oriented supervisors from union representation. Loren Baritz and others criticized as mayost on anti-unionist and pro-management.

(ii) The Hawthorne studies were lack of scientific and research rigour. The research technique and design were not scientific. It lacks scientific validity.

(iii) Carry said the experiment as worthless.

(iv) It underplays the role of material rewards and gives much importance of symbolic rewards.

(v)   It is against the desire for power. But it is only because of desire for power people want to make managers.

(vi) Behavior of the workers during the experiments was not natural .It was actually the Hawthorne effect which give their best when observed.

(vii) It gave little attention the formal relation while putting greater emphasis on the informal relations.

(viii) This theory is not aware of the economic dimension and neglected the nature of work.

(ix) It could not explore the multi-dimensional phenomenon of human motivation.

(x) Marxists says that it is a new technique to exploit workers as it de-emphasized economic factors.

(xi) It is over-concerned with happiness.

(xii) It does not recognize the conflict as a creative force.

(xiii) It ignored the environmental factors of workers attitudes**.**

8.8: SUMMARY

Despite the shortcomings the findings of Hawthorne experiment have profoundly changed the face of organization theory. The complex and realistic model of human nature has been reflected in the Hawthorne experiment. This theory has gained more importance as human beings are regarded as the key contributors to organizational efficiency, productivity and the goal attainment. Human factor has become a systematic research in the Mayo's research analysis for the first time. It promoted a particular vision of human nature in organizational settings. However, the Hawthorne study is still regarded as a historic landmark in administrative thoughts.

8.9: KEY TERMS

- **Social Man:** The theory recognizes that individuals are social beings with emotional and social needs. It suggests that people's behavior at work is influenced by their social interactions and relationships.
- **Communication:** Effective communication is a key focus of Human Relations Theory. It stresses the importance of open and honest communication to build trust and foster positive relationships among employees.
- **Motivation:** Human Relations Theory suggests that employees are motivated by more than just financial incentives. Social needs, recognition, and a sense of belonging are considered essential for employee motivation and job satisfaction.

8.10: SELF ASSESSMENT QUESTIONS

- Discus the origin and development of the Human Relations theory.
- Discuss the contribution of Elton Mayo to Human Relations theory.

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BLOCK-3: ADMINISTRATIVE MANAGEMENT

Unit-9:   Leadership

Unit-10:   Motivation

Unit-11:   Communication

Unit-12: Decision Making

UNIT-9: LEADERSHIP

Structure

9.1: OBJECTIVES

After going through this unit, you will be able to know:

- What is leadership
- Various type of leadership
- Functions and theories of leadership

9.2: INTRODUCTION

According to P.H. Appleby "The heart of administration is the management of programmes designed to serve the general welfare. Management is vital to each and every type of organization may it be public or private, governmental or business due to its dealing with a natural function of human behavior". The fundamental characteristic of individual or human behavior is the fulfilment of its objectives and goals. The 21st century is the gift of individual and organizational management in which the material existence, human endeavor and technological capacity are fully utilized. It is the brain of an enterprise. An efficient team of managers can lead an enterprise towards growth and prosperity. Briefly saying management is concerned with planning, executing and reviewing.

9.3: MEANING & DEFINITION OF LEADERSHIP

Leadership has gained a very important place in the administrations in the present scenario as there is constantly increase in the public sector organizations. Each and every organization

needs a competent leadership for its growth, development and prosperity. It is indispensable for the successful functioning of an organization and attainment of its goals and objectives. It may be defined as a position of power held by an individual in a group which provides him with an opportunity to exercise interpersonal influence on the group for organizing and leading their efforts towards certain goals. Leadership is an attribution that people make about other individuals. People tend to characterize leaders as having the following traits: intelligence, outgoing personality, verbal skills, aggressiveness, consistency, determination. They are expected to have the capacity to motivate others to action. The manner in which leaders accomplish this varies as leaders and their styles vary greatly. Successful leadership is correlated to the compliance of followers. In are flection on leadership Winblad (1999) states that leaders are decisive. They are forced to make a lot of decisions quickly, and they learn the fine distinction between decisive and authoritarian-a skill in which the relative inexperience of the leader is most obvious. Leaders should create an environment where there is honesty, inspiration and realistic goal setting. Communication and clarification of goals should be continuous. Some leaders develop their team and foster loyalty by making members feel that all the accomplishments realized are a result of a collective effort.

Some leaders are adept at allowing followers to come to their own decisions and develop on their own. They may provide very little direction and exercise little authority over the group. There are other types of leaders, who may referred to as democratic, who provide directions, allows the group to arrive at their own decisions, offers suggestions and reinforces team members ideas. More specifically, "the leader encourages members to develop goals and procedures, and stimulates members" self-direction and actualization". There is also the type of leader who sets the pace, makes all the decisions for the group without their input, and seeks little approval from team members. This type of leader exhibits an authoritative style in which the leader takes full responsibility for the team member"s progress and accepts few suggestions from the team members. So leadership is a process whereby an individual influences a group of individuals to achieve a common goal.

Dimock and Dimock defines "Leadership is not power, dominance, social superiority or anything suggestive of snobbery. Leadership is influence on people not power over them."

Warren Bennis defines Leadership as "the single defining quality of leaders is their ability to create and realizer a vision."

M.P. Follett defines "A leader is not the president of the organization or head of the department but one who can see all around a situation and understands how to pass from one situation to another."

James Rost defines "Leadership is an influenced relationship among leaders and followers who in tend real changes that reflect their mutual purposes."

Keith Davis defines "Leadership is the ability to persuade others to seek defined objectives enthusiastically."

Terry defines "Leadership is the activity of influencing people to strive willingly for mutual objectives."

Mooney defines "Leadership is the form that authority assumes when it enters into process."

9.4: TYPES OF LEADERSHIP

There are three basic types of leadership and they are Autocratic leadership, Democratic leadership and Laissez faire leadership. The Autocratic or Authoritarian leader includes the "feudal" and "dictatorial" types.

The Democratic or Participative leader includes the "paternalistic", "participative and development" types.

The Laissez-faire or Free-rein leadership

1- **The Autocratic type**- This is also known as authoritarian or directive style of leadership. This type of leader is work centered or leader centered. The entire authority or power is in the hands of the leader. He is all powerful. All the policies are decides and formulates by him. He guides the subordinates and ordered complete obedience from them. The subordinates are not allowed to participates in the decision making process. The subordinates are completely depends upon them and are also not aware about the organizational goals and objectives.

The autocratic leadership type also divided into three sub categories. They are (i) the tough autocrat, who uses heavily negative influences. (ii) The benevolent autocrat, is often referred to as a paternalistic leader. (iii) The manipulative autocrat, who makes the subordinates feel that they are actually participating in decision making process.

2- **Democratic type**- Democratic Type of Leadership is also known as participative type of leadership. In this types of leadership the leader allows the subordinates to participate in the decision making process. All the decisions and policies are arrived at through the group discussions. In this type the communication flows freely and multi-directional. During the era of human relations approach to administration the style became popular.

3- **Laissez- faire Leadership-** This is often described as no leadership at all for there is the absence of direct leadership. This is also called Free-rein leadership. In this style of leadership the leader gives complete independence to the subordinates in their operations. He allows them to set their own goals and achieve them. He allows them to set their own goals and achieve them.Here the leader his subordinates to assume responsibility for their own motivation, guidance and control. The free reign leader believes that one who leads the least leads best. The style involves complete freedom for group or individual decisionwith no or minimum participation of the leader.

9.5: FUNCTIONS OF LEADERSHIP

The functions of leadership in an administrative organization can be discussed in the following manner. Leadership is an abstract quality in a human being to induce others. It is a quality of an individual to persuade others to seek defined objectives unreservedly.

David Bowers and Stanley Seashore divided the function into four types. They are (i) Support- it deals with the behavior that enhances the members feeling of personal worth and importance. (ii) Goal oriented- Leadership functions to achieve the goals of the organization. (iii) Work Facilitation- Leadership believes in the activities of planning, scheduling, coordinating and providing resources and information. (iv) Interactive- Leadership is interactive and encourage group members to develop close and mutually satisfying relationships.

Hicks and Gullet identifies eight functions of a Leader. They are (i) Supplying organizational objectives to the members. (ii) Arbitrating on disagreements among organizational members. (iii) Catalyzing to arouse the subordinate to action. (iv) Suggesting ideas to subordinates. (v) Inspiring subordinates to work effectively towards accomplishment of organizational goals. (vi) Praising subordinates to satisfy their recognition and esteem needs. (vii) Providing security to followers when they face problems. (viii)Representing the organization before others and serving as a symbol of the organization.

Chester Barnard said that a leader performs four functions such as (i) Determination of objectives. (ii)Manipulation of means. (iii) Control of the instrumentality of action. (iv) Stimulation of coordinated action.

Follet said that Leader should perform the three main functions. Such as (i)Coordination

(ii) Definition of purpose . (iii) Anticipation

Petter Drucker said the three main functions such as (i) Lifting of man"s vision to higher sights. (ii) Raising of man"s performance to higher standards. (iii) Building of man"s personality beyond its normal limitations.

Fiedler identified the two functions of leadership such as (i) Directing Group activities (ii)Co-coordinating group activities.

9.6: THEORIES OF LEADERSHIP

Leadership has always attracted a wide range of theorists and thinkers in order to explain the phenomena. There are three theories of leadership such as the Trait Theory, The Behavioural Theory, and Situational Theory

(I)**The Trait Theory**- According to this theory the person becomes a leader because of qualities or traits gripped by him. The theory believes that leaders are born not made. This is also known as the great man Theory of leadership. This theory is advocated by C. Bernard, O. Tead, Millet, Terry, Appleby and Schell.According to them those leaders inherit several favourite traits or qualities by which they are identified in the society. This theory is also criticized as un-universal list of leadership traits, does not indicate the comparative importance of different traits, ignores the need for subordinates, does not recognize the influence of situational factors on leadership etc .It had also no scientific base and empirical validity.

(II)   **The Behavioural Theory-**The Trait Theory deals with the civilizations of the leaders whereas Behavioural theory deals with the actions of the individuals.It deals with what the keaders do and how they lead and behave with their subordinates. Their style of communication is different from person to person.The advocates of the theory are K. Lewin, R.Lippit, R. White, Harris, Burtt.

(III)   **The Situational Theory:-** When the trait and behaviouralists failed to give a proper theory of leadership, there emerged a theory of situational factors as the researchers turned their

attention towards the situation. The leadership is influenced by situational variable and differing from situation to situation. According to the theory leadership is multidimensional. The supporters of the theory are R. Tannenabaum and W. Schmidt.

9.7: SUMMARY

Leadership is the ability to influence, guide, and inspire individuals or groups toward the achievement of common goals. It involves the capacity to make decisions, provide direction, and motivate others to work collaboratively. Effective leaders exhibit qualities such as vision, integrity, empathy, communication skills, adaptability, and the ability to inspire trust and confidence. Leadership can be situational, with different styles and approaches depending on the context and the needs of the team or organization. It is not solely tied to a formal position of authority but can emerge at various levels within a group. Successful leaders often foster a positive and inclusive organizational culture, encourage innovation, and focus on continuous improvement. Leadership is a dynamic and evolving concept, with various theories and models aiming to understand and enhance the effectiveness of leaders in different settings.

9.8: KEY TERMS

- **Vision**: The ability to articulate a compelling and inspiring vision for the future, setting the direction for the team or organization.
- **Influence**: The capacity to affect the thoughts, feelings, and behaviors of others, persuading them to align with the leader's goals and objectives.
- **Integrity**: Demonstrating honesty, ethical behavior, and consistency in actions, fostering trust and credibility among followers.
- **Adaptability**: Being flexible and open to change, adjusting leadership style and strategies based on the evolving needs of the team or organization.
- **Courage**: The willingness to take calculated risks, confront challenges, and advocate for what is right, even in the face of adversity.

9.9: SELF ASSESSMENT QUESTIONS

- What is leadership? Discuss different types of leadership.
- Discuss the functions of the leadership.
- Discuss various theories of leadership.

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UNIT-10: MOTIVATION

Structure

10.1: OBJECTIVES

After going through this unit, you will be able to know:

- What is motivation
- Different types and techniques of Motivation

10.2: INTRODUCTION

The term "motivation" is derived from the latin word "movere" meaning "to move". In the organizational framework motivation   indicates   a   basic   Psychosomatic   progression. Motivation is the core of management. It is a willingness to expand energy to achieve a go as or reward. It is a utility that ignites a burning passion for action among the human beings of an organization. Motivation connotes a dynamic driving force, which emanates from within. It is an "inner striving condition which activates or moves individual into action and continues him in the course of action enthusiastically". The term motivation has its origin in the Latin word "movere" which means to move". Thus, motives are movers to action. Motivation is the process by which behavior is mobilized and sustained in a particular direction. It is in fact impossible to determine a person's motivation until he behaves or acts. Motivation is a general term that applies to the entire class of drives, needs, goals, and similar forces. A distinction may be made among the words need, incentive, drives, and motive. The need has to be activated which is the function of incentive. An incentive is anything that incites or tends to incite toward a specific goal. Needs compel the individual to do some action so as to satisfy them. However, incentives are external stimuli that give value to the outcome of the individual behavior. Drives are subconscious, that motivate

distinctive individual behavioral patterns. A motive is an inner state that activates, directs, sustains, and stops behavior towarda goal. Goals are desired results towards which behavior is directed.

10.3: MEANING AND DEFINITION OF MOTIVATION

People differ not only in their ability to do, but also in their will to do, or motivation. The motivation of people depends on the strength of their motives. Motives are defined as needs, wants drives, or impulses within the individual. Motives arouse and maintain activity and determine the general direction of the behavior of an individual. Motives are the whys of behavior. They are the reasons underlying behavior. A person may have hundreds of motives. All motives compete and the strongest motive determines the behavior. A motive tends to decrease in strength if it is either satisfied or blocked from satisfaction. Satisfied motives normally do not motivate individuals to further action.

Morgan said "Motivation is a general term referring to behavior instigated by needs and directed towards goals".

Beralson and Steiner said "A motive is an inner state that energies, activities or moves and directs or channels behavior towards goals".

Koontz and O' Donnel "Motivation is a general term applying to the entire class of drives, desires, needs, wishes, and similar forces that induce an individual or a group of people to work".

Ferd Luthans, "Motivation is a process that starts with a physiological or psychological deficiency or need that activates behavior or a drive that is aimed at a goal or incentive".

10.4: FEATURES AND IMPLICATIONS OF MOTIVATION

The characteristics of motivation are

(i)Motivation is personal and internal feeling, because it is a psychological and mental phenomenon of the individual. (ii) It is depends upon the behavior of individual. So it is a behavioural concept. (iii) It is a continuous and endless process. (iv) it is optimistic or pessimist by its nature. (v) It is an essential and impartial part of management process.

Implications of Motivation

Motivation is one of the vital factors which determines the capability and proficiency of any type of organization. It is the fundamental characteristics of any organization for the smooth functioning of it. High and improved motivation provides the following advantages such as (A)

The performance of motivated employee is greater than the nonperformance employee. (B) Motivation boost the employee to use different factors of production in a systematic and organized way. (C) Good and qualitative motivation leads to job satisfaction. (D) It also leads to integration and unification of individual employee with the fulfillment of organizational objectives.

10.5: TYPES AND TECHINQUES OF MOTIVATION

From the above it can be assumed that motivation can be have two types, i.e. positive and Negative.

Positive or Incentive Motivation – Positive motivation includes reward, praise, credit for work done, competition participation, pride, delegation of responsibility, appreciation, pay etc. According to Flippo „Positive motivation is a process of attempting to influence others to do your will through the possibility of gain or reward."

Negative or fear Motivation- The fundamentals of negative motivation are based on fear or force. It has certain limitations like punishment, demotion etc. Instead of these limitations the negative motivation has been used to achieve the desires behavior of the individual.

Techniques to achieve Motivation

The techniques to achieve motivation are (i) Economical such as wages, incentives, salary, bonuses, medical reimbursement etc. (ii) Non economical such as praise and prestige, status and pride, delegation of authority, participation, job security, job rotation, job enlargement, job loading, working quality etc.

10.6: THEORIES OF MOTIVATION

The theories of motivation is based on two principles such as the content principle and process principle. According to Fred Luthans the content theories are concerned with identifying the needs that people have and how needs are arranged. The process theories are more concerned with mental experiences that go into motivation or effort. According to J S Chandan, "The content theories attempt to determine and specify drives and needs that motivate people."The content principles deals with what motivates people at work the process theories deal with how motivation occur. This principle is pounded by Maslow, McGregor, Herzberg and Alderfer. The theories are described below.

(1) Traditional Theory-

The traditional theory of motivation is also known as monistic theory of motivation or economic theory of motivation or Carrot and Stick Approach to motivation. This theory analyses human motivation in terms of economic factors. Everyone is economic man. In any society men try to

develop their economic power. This is also based on fear, punishment and reward. F.W. Taylor was the first major proponent of this theory and after him all other classical thinkers followed his view. However this theory was also criticized by the other thinkers. They were, (i) over simplification and under estimation, (ii) negligence of non-economic factors, (iii) Undermining the socio psychological factors.

(II) The Hierarchy of Needs by Abraham Maslow

In 1954 **Abraham Maslow,** in his book Motivation and personality, wrote, need hierarchy is the first systematic conceptual human motivation. He has also understood human behavior as a psycho- analysis. He hasdivided the human needs under five levels. The first one is self-actualization needs consists of hunger,thirst, sex and sleep. The second one is the security needs consists of protection against natural calamities, threat, danger. The third one is social needs deals with belongingness to group, family and friendship. The fourth one is the esteem needs which deals with achievement needs consists of independence, confidence, etc. The fifth one is self-actualization consists of realization of one‟s potential creativity.

The hierarchy of motivation by Maslow

| Self-Actualization Needs |
| Esteem Needs |
| Social Needs |
| Security Needs |
| Physiological Needs |

From the need hierarchy, physiological needs are the most fundamental and necessary for the individual in a society. The safety or security need occupies the next best fundamental need. Then the social needs help the individual to secure cherished place in the society by transforming their behavior. The esteem needs and the self-actualization needs finally come after the satisfaction of all the other needs. In this way Maslow‟s theory of need hierarchy has had remarkable effect on modern management approach to motivation.

10.7: SUMMARY

Motivation is a dynamic force setting a person into motion or action. It is core of Management. The word motivation is derived from the word which means motive. All motives are directed toward goals and motivation is the drive to satisfy a want or goal. It is concerned with goal-oriented behavior. Motivation theories are generalisations about the why and how of employee behaviour. They suggest the different ways of motivating people. The content theorists concentrate on what motivates a person while process theorists concentrate on how motivation occurs. Content theorists focus on needs of people but process theories identify the variables that go into motivation and their relationships with one another.

10.8: KEY TERMS

- **Motivation:** Motivation is the willingness to exert high levels of effort towards organizational goals, conditioned by the effort and ability to satisfy some individual needs.
- **Motive**: Motives are directed towards goals, which may be conscious or sub- conscious.
- **Valence:** It is the strength of an employee's preference for a particular outcome. A valence of zero occurs when the individual is indifferent toward the outcome.
- **Instrumentality:** It is a major input into valence. It refers to the degree to which a first-level outcome will lead to a desired second-level outcome.

10.9: SELF ASSESSMENT QUESTIONS

- Define motivation? Discuss its importance in an organization.
- What if motivation? Discuss its features.
- Discuss the Maslow theory of motivation.

10.10: REFERENCES

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UNIT-11: COMMUNICATION

Structure

11.1 Objectives

11.2 Introduction

11.3 Meaning and Definition of Communication

11.4 Types of Communication

11.5 Media and Communication

11.6 Guidelines for effective communication

11.7 Summary

11.8 Key Terms

11.9 Self Assessment Questions

11.10 References

11.1: OBJECTIVES

After going through this unit, you will be able:

- What is Communication

- Different types of Communication

- Guidelines for effective communication

11.2: INTRODUCTION

Communication is considered to be the most important and most effective ingredient of the management process. Interpersonal communication is fundamental to all managerial activities. All other management functions involve communication in some form of directions and feedback. Effective management is a function of effective communication. Probably the most frequently cited source of interpersonal conflict is poor communication. Many operations have failed because of inadequate communication, misunderstood messages and unclear instructions. Even in life, in general, communication plays a very important role among friends, within the family and in all social circles, since we spend nearly seventy percent of our waking hours communicating; writing, reading, speaking and listening. 'Failure to communicate' is generally cited as a cause of lost

friendships, divorces and distances between parents and children. Accordingly, communication plays an important role in all walks of human life as well as organizational life.

11.3: MEANING AND DEFINITION OF COMUNICATION

Communication is an important principle of organization. It is essential for organizational management. The word communication has been derived from the Latin word "Communis" which means common. So it may be said that communication is a process of sharing the ideas in common. It is one of the first principle of organization. For the successful achievement of organizational objectives communication and effective communication is very vital. It is an assembly unrelated and unorganized individuals, materials, machines and tools which makes effective for an organization. It is communication which gives life to an organizational structure. The communication system works like a moving machine in which organization is none other than the environment. Broadly speaking it deals with the means or media of transmitting information from individual to individual or place to place. It may occur within the organization or outside the organization. The word communication includes interchange of thought, contribution of ideas, information, a sense of sharing, mode of participation, etc. It not only refers to sharing of information but also good pieces of understanding. Transmission of information, order and instructions from the top to bottom of the administrative level, transmission of reports, ideas, suggestions, complaints from the lower to the higher, communication and cross communication in each and every step of the organization and maintenance of unity through proper communication channel by avoiding its gap or confusion are the basic significance of the communication theory.

Definitions

According to **Millet,** "Communication is the blood stream of an administrative organization and Communication is the shared understanding of shared purpose."

According to **Pfiffner** "Communication is the heart of management".

According to **Chester Bernard** "The first executive function is to develop and maintain a system of communication. Communication is the foundation of the cooperative group activity".

According to **Peter Drucker** "Good communication is the foundation for sound administration". and "Communication is the ability of the various functional groups within an enterprise to understand each other and each other's functions and concerns".

According to **N. Weiner** "Communication is the cement that makes an organization".

According to **Keith Davis** "Communication is the process of passing information and understanding from one person to another"

11.4: TYPES OF COMUNICATION

There are various types of communication such as

    (A) Internal communication

    (B) External communication

    (C) Interpersonal communication

    (D) Formal and Informal communication

    (E) Verbal or written commutation

The **internal communication** deals with the relationship of the organization with its employees. It may be upward, downward and across.

The upward communication travels from sub-ordinates to superiors and continues of the organizational hierarchy. It is known as subordinated initiated communication. In this type of communication the information and procedures are non-directive in nature. It is concerned with the employee"s relationship with the management.

The downward communication system is Superior-subordinate communication. According to Katz and Kahn there are five general purpose of downward communication. They are giving specific task directing towards job instructions, giving information about the process and practice of organization, providing information about the rationality of the profession, instructing the subordinates about their performance and providing ideological information to facilitate the propaganda of organizational goals and objectives. This is a type of communication where the relationship between the employees and the management is cemented by understanding the work problems and confiding' s the directions.

External communication deals with public relations which needs to maintain a harmonious balance between the organizational process and management.

Interpersonal communication brings a bond relationship among the employees of the organization.

Formal and Informal: communication official channel and unofficial channel respectively. The formal communication is systematic and well planned, part of organizational structure based on

formal relationship, goal and task oriented, less personnel, slow and structured, rigid and stable, few chances of falsification, etc.

The informal communication is spontaneous and unplanned, based on informal relationship directs towards goals and need satisfaction of individuals, personal and social, instable and flexible, unstructured and fast, lack of authencity, many chances of falsification.

Verbal or written communication is the other important types of communication. It may be face to face discussion, telephonic talks, conferences, interviews, public speeches, etc. Written communication provides permanent record and can be an evidence.

11.5: MEDIA AND COMMUNICATION

Media plays a great role in communication process**.** It is possible through numerous media which may be divided into three categories. They are Audio for hearing, Visual for seeing and Audio-Visual for both hearing and seeing. The conferences, meetings, interviews, telephone calls, broadcasts, public meetings etc. are audio mediums. Circulars, manuals, reports, bulletins and hands books are visual mediums. Pictures, telegraphs, photographs, posters, cartoons, flags, insignia, slights, sound motion picture, television, personal demonstration, etc. are the examples of audio visual mediums.

 In the words of **Millet** important uses of conference are; to gain awareness of a problem; to help in problem solving; to gain acceptance and execution of decision; to help promote a sence of unity among the officials of the organization; help in appraising personnel; to encourage an exchange of information among administrative personnel.

Difficulties of Communication

There are certain difficulties of communication. They are given as under

Language medium of instruction- The Tyranny of words makes the communication process more difficult. It is because the words are the vehicles of the communication process. The difference in words and communication hinders the mutual understanding which creates a great turmoil. According to **Terry** „words may be classed as extensional and intentional. The former types of words denote objects that are definite, namely persons, places, and materials are easily understood."In contrast, intentional words do not prefer to something that can be pointed out.

They neither always connote an identical meaning to different persons nor the same meanings to the same persons at all times."

Ideological Barriers- Ideological barriers arethe most important difficulties which brings a weak communication structure and weak communication function. According to Pfiffner "Ideological Barriers are the differences in the backgrounds, education, and expectations result in different social and political views. These are probably the greatest handicaps to effective communication and probably the most difficult to overcome"

Absence of motivation or desire to communicate is not un-known.

Some managers do not believe that administration is a cooperative endeavour and a group effort; they do not think it necessary to share their ideas with their subordinates. A common weakness of a subordinate is to report only that information to the superior as is appetizing to him. This is a sure way of indulging the boss. Nothing can be worse for the confidence of a boss than encircled by yes men.

Size and Distance

The fourth barrier of communication is size and distance. The bigger an organization and the larger the number of its employees, the greater is the difficulty of communication. There also a problem in hierarchical levels. Information must infiltrate through levels each of which may include empire builders who consciously modify and sabotage higher authority. The problem of distance arises in the case of an agency having its field agencies scattered throughout the country. If one takes example then Postal department is the most vital one.

Absence of definite and recognized means of communication

Channels of communication may be formal and informal. In formal agency the information flows through hierarchical process. All the notes and flows are in the means of communication. Everything goes on through proper channel in formal organizations. All such procedures disseminating and creating consensus of opinion and understanding in the agency, but however detailed and comprehensive the formal channels, there is a tendency for informal channels to be set-up. According to Appleby,a good deal of circumvention of formal procedures is essential to

make the transaction of business possible. Pfiffner and Presthus said the ability to short-circuit formal channels is, thus, a necessary and valuable art.

Essentialities of Communication: In the words of **Millett**, there are seven factors to make the communication effective. They are; it should be clear, consistent, with the expectation of the recipient, adequate, timely, uniform and acceptable.

According to **Terry**, there eight practices to achieve the goal. They are inform yourself fully, establish a mutual trust in each other, find a common ground of experience, use mutually known words, have regard for context, secure and hold the receivers attention, employ examples and visual aids and practice delaying reactions.

11.6: GUIDELINES FOR EFFECTIVE COMMUNICATION

Effective communication, as we know, is vital for managing the employee at work efficiently. Without having effective communication plans and policy will not be materialized, even not implemented and that will lead to the wastage as well as stagnation organizational resources. It is equally important for securing smooth and coordinated functioning of organization for seeking objectives. Thus, the managers ought to be familiar with several methods, techniques and guidelines which are helpful in maximizing his communication abilities and efficiency. In order to make communication process more effective and responsive, the barriers to effective communication can be handled by the adaptation of following guidelines:

- To reduce and remove perception barrier the sender of message should attempt to know background level of knowledge of those with whom he is communicating. When the subject is not clear, asking questions becomes critical for effective communication.

- Language difference can be handled by explaining meaning of unconventional or technical terms in the simple language. As far as possible use of ambiguous words or the words having dual meaning or multiple interpretations should be avoided.

- Emotional reactions can be tackled by accepting them as a part of communicating process. These should be analysed properly when they create problems. If the subordinates are talking aggressively, it is necessary for the manager to understand their reaction only then he may be able to improve the situation. And the manager should also think about his own moods and must know how they influence others.

- Organizational structure, its rigidity and line of command also create a problem which can be solved by de-emphasizing authority relation and making more use of informal relations for communicating messages.

- In modern organization the manager to become good communicator has to learn three important skills, namely, skills of listening, talking, writing and conducting a meeting.

- An atmosphere of mutual trust and goodwill is to be created in organization to make communication process more effective.

- The channels of communication should be direct, short and straight forward to reduce delay and distortion in communication.

- Communication system of organization should consist of both formal as well as informal network.

- There should be at least two-way communication channels as to provide necessary feedback which is essential for its effectiveness.

- In modern organization it is also found that physical layout of work place also influences communication pattern. Thus, layout should be designed in such a way so as to facilitate frequent interaction and to maintain privacy that both contribute to effective communication.

11.7: SUMMARY

Communication is derived from the Latin word communicare, meaning "to share". It is the purposeful activity and exchange of information between two or more participants in order to convey or receive the intended meanings through a shared system of signs and semiotic rules. The term communication has been derived from the Latin word communis which means common. Therefore, communication is a process of transferring the business information in such a way or language that should be commonly understandable to all concerned. Effective communication takes place when the received message is understood in the same sense by the receiver as the sender intends. Communication is a process which involves participation of a sender with a message and a receiver, who must understand it and respond to it. The importance of communication in management can be hardly overemphasized. Managerial functions cannot

be carried out without an efficient system of communication. Communication facilitates planning in a number of ways. Participation of executives in planning is a precondition for getting the task done. This can be secured only through interaction and communication. Whereas Conflict arises when a person or group negatively affects or is about to negatively affect the interests of other persons or groups.

11.8: KEY TERMS

- **Sender:** The person or entity initiating the communication and transmitting the message.
- **Receiver:** The individual or group for whom the message is intended and who interprets and decodes the message.
- **Message:** The information, idea, or content being conveyed from the sender to the receiver.
- **Context:** The circumstances, environment, or setting in which the communication occurs, influencing its interpretation.

11.9: SELF ASSESSMENT QUESTIONS

- What do you mean by communication?
- Discuss the meaning, process and channels of communication in details.
- Explain formal communication and differentiate it from informal communication.
- Explain the significance of informal communication in management.

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UNIT-12: DECISION MAKING

Structure

12.1: OBJECTIVES

After going through this unit, you will be able to know:

- Decision making process in administration
- Different types of decision making
- Various models of decision making

12.2: INTRODUCTION

Decision making is a fundamental cognitive process that individuals, groups, and organizations engage in daily. It involves selecting a course of action or choosing from among various alternatives to address a particular situation or problem. Decision making is integral to human behavior and is crucial in both personal and professional contexts. The process of decision making typically begins with the identification of a problem or the recognition of an opportunity. Once a decision is deemed necessary, individuals or groups gather relevant information, generate possible alternatives, and evaluate these options based on a set of criteria. The ultimate goal is to choose the most appropriate course of action that aligns with desired outcomes and objectives. Various factors influence the decision-making process, including cognitive biases, emotions, time constraints, and the complexity of the decision at hand. Understanding different models of decision making, such as the rational model, bounded rationality, and intuitive decision making, provides insights into the diverse ways individuals approach and navigate the decision-making landscape. Effective decision making is a

skill that can be honed and improved through experience, feedback, and a willingness to learn from both successful and less successful decisions. In organizational settings, decision making is a critical aspect of leadership and management, impacting strategic planning, resource allocation, and overall performance. Exploring the intricacies of decision making offers valuable insights into human behavior, problem-solving strategies, and the dynamics of organizational functioning. Whether facing routine choices or complex strategic decisions, the ability to navigate the decision-making process is essential for individuals and groups seeking optimal outcomes in a wide range of situations.

12.3: FEATURES OF DECISION MAKING

Decision making is a complex cognitive process that involves various features and elements. Here are some key features of decision making:

1. **Problem Identification:**

Decision making often begins with the recognition of a problem or the identification of an opportunity that requires a choice or solution.

2. **Goal-Oriented:**

Decisions are typically made with the aim of achieving specific goals or objectives. The chosen option is expected to contribute to the desired outcomes.

3. **Alternatives:**

Decision making involves considering and evaluating different alternatives or courses of action. This may include generating options and assessing their feasibility.

4. **Information Gathering:**

Decision makers seek relevant information to make informed choices. This can involve data collection, research, and consultation with experts or stakeholders.

5. **Evaluation Criteria:**

Decision makers use criteria to evaluate the various alternatives. These criteria may include factors such as cost, benefits, risks, and alignment with organizational values.

6. **Trade-offs:**

Decision making often involves making trade-offs between competing factors. This requires weighing the advantages and disadvantages of each alternative.

7. **Decision Makers:**

Decisions can be made by individuals or groups, and the decision-making process may vary depending on the number of participants and their roles.

8. **Rationality vs. Bounded Rationality:**

Decision makers may follow a rational decision-making model, aiming to maximize utility, or exhibit bounded rationality, where cognitive limitations impact the thoroughness of the decision-making process.

9. **Uncertainty and Risk:**

Decision making is often conducted in an environment of uncertainty and risk. Decision makers must consider the likelihood of different outcomes and potential consequences.

10. **Time Pressure:**

Some decisions need to be made quickly due to time constraints. Time pressure can influence the depth of analysis and the level of consideration given to alternatives.

11. **Implementation:**

Once a decision is made, it needs to be implemented. This involves creating a plan, allocating resources, and putting the chosen course of action into practice.

12. **Feedback and Adaptation:**

Effective decision making involves monitoring outcomes and receiving feedback. Decision makers should be willing to adapt and adjust their approach based on the results and changing circumstances.

13. **Ethical Considerations:**

Ethical considerations play a significant role in decision making. Decisions should align with ethical standards and principles, and their potential impact on stakeholders should be carefully evaluated.

12.4: TYPES OF DECISION MAKING

Decision making can be categorized into various types based on different criteria, such as the level of involvement, the degree of structure, or the nature of the decision. Here are some common types of decision making:

1. **Programmed Decision Making:**

Routine Decisions: These are repetitive, well-defined decisions that follow established guidelines or procedures. They are usually made in response to routine situations.

2. **Non-programmed Decision Making:**

Non-routine Decisions: These are unique or novel decisions that arise in response to unfamiliar or exceptional situations. They often require more creative and customized solutions.

3. **Individual Decision Making:**

Made by a Single Person: Some decisions are made by a single individual without consulting others. This is common in personal or small-scale decisions.

4. **Group Decision Making:**

Made by a Group or Team: Involves the collective input and participation of multiple individuals. Group decision making can lead to diverse perspectives and may be beneficial for complex problems.

5. **Autocratic Decision Making:**

Made by a Single Authority: A single person, such as a leader or manager, makes decisions without seeking input from others. This approach is efficient but may lack diverse viewpoints.

6. **Democratic Decision Making:**

Made by Group Consensus: Involves group members participating in the decision-making process, often through voting or consensus-building. This approach aims to include various perspectives.

7. **Intuitive Decision Making:**

Based on Intuition or Gut Feeling: Some decisions are made based on intuition or instinctive feelings rather than a thorough analysis of information. This is common in situations where time is limited.

8. **Analytical Decision Making:**

Based on Data and Analysis: Involves a systematic analysis of information, data, and potential outcomes. Analytical decision making aims to minimize risks and make informed choices.

9. **Strategic Decision Making:**

Related to Organizational Strategy: High-level decisions that have a significant impact on an organization's overall direction and long-term goals.

10. **Tactical Decision Making:**

Operational Decisions: Concerned with day-to-day operations and implementation of strategies. Tactical decisions are often made by middle-level managers.

11. **Crisis Decision Making:**

Made in Emergency Situations: Involves making decisions quickly in response to unforeseen and critical events or crises.

These types of decision making are not mutually exclusive, and a decision-making process may involve elements of multiple types depending on the context and nature of the decision.

12.5: PROCESS OF DECISION MAKING

The decision-making process involves several stages, and the exact steps may vary depending on the context and complexity of the decision. Here is a general framework for the decision-making process:

1. **Identification of the Decision:**

Recognize that a decision needs to be made. Clearly define the problem or opportunity that requires a decision.

2. **Define Goals and Objectives**:

Clearly outline the goals and objectives that the decision aims to achieve. This step helps provide a clear direction for the decision-making process.

3. **Gathering Information**:

Collect relevant data and information related to the decision. This may involve research, analysis, and obtaining input from various sources.

4. **Generate Alternatives**:

Identify and brainstorm various possible solutions or courses of action. Encourage creativity and consider a range of options.

5. **Evaluate Alternatives**:

Assess the pros and cons of each alternative. Consider factors such as feasibility, risks, benefits, and potential outcomes. This step involves a thorough analysis of the available information.

6. **Make the Decision:**

Select the best alternative based on the evaluation. Choose the option that aligns most closely with the defined goals and objectives.

7. **Implement the Decision**:

Put the chosen decision into action. Develop a plan for implementation, allocate resources, and communicate the decision to relevant stakeholders.

8. **Monitor and Evaluate**:

Regularly assess the outcomes and effects of the decision. This step involves monitoring whether the decision is achieving the desired results and making adjustments as needed.

9. **Learn from the Decision**:

Reflect on the decision-making process. Consider what worked well and what could be improved. Use insights gained to inform future decision making.

It's important to note that decision making is not always a linear process, and individuals or groups may revisit and adjust previous stages based on new information or changing circumstances. Additionally, the level of formality and the time frame for decision making can vary depending on the nature of the decision. Complex decisions may involve more detailed analysis and a longer decision-making timeline, while routine decisions may be made more quickly with less formal deliberation.

12.6: MODELS OF DECISION MAKING

Several models of decision making have been proposed by researchers and scholars. These models provide frameworks for understanding and analyzing the decision-making process. Here are some notable decision-making models:

1. **Rational Decision-Making Model:**

Assumes that decision makers are rational and will make choices that maximize their utility. This model involves identifying the problem, generating alternatives, evaluating them, and selecting the best option based on a thorough analysis of available information.

2. **Bounded Rationality Model:**

Recognizes that individuals may not have the ability to process all available information or consider all possible alternatives due to cognitive limitations. Decision makers satisfice (choose a satisfactory option) rather than optimize (choose the best possible option).

3. **Incremental Decision Making:**

Suggests that decisions are often made through a series of small, incremental adjustments rather than through a comprehensive analysis of all alternatives. This model is particularly relevant in situations where there is a high level of uncertainty.

4. **Intuitive Decision-Making Model:**

Emphasizes the role of intuition and gut feelings in decision making. This model suggests that experienced decision makers can make effective decisions based on their intuition, especially in situations where time is limited.

5. **Normative Decision-Making Model:**

Prescribes the optimal decision-making process, outlining the steps that individuals should take to make the best choices. It often involves a systematic analysis of alternatives and the consideration of all relevant information.

6. **Descriptive Decision-Making Model:**

Describes how decisions are actually made in real-world settings, acknowledging that decision makers may not always follow a rational or normative approach. This model takes into account factors such as emotions, cognitive biases, and social influences.

7. **Garbage Can Model:**

Views decision making as a messy process with unclear preferences, fluid participation, and changing solutions. Decisions are seen as products of streams of problems, solutions, participants, and choice opportunities that flow through the organization.

8. **Cybernetic Model:**

Focuses on feedback loops and adjustments in decision making. It suggests that decision makers continuously receive feedback on the outcomes of their decisions and make adjustments accordingly.

9. **Political Decision-Making Model:**

Emphasizes the role of power, conflict, and negotiation in decision making within organizations. Decisions are viewed as outcomes of political processes where different stakeholders with varying interests influence the final choice.

10. **Prospective Hindsight Model:**

Involves looking into the future to anticipate the potential consequences of a decision. This model encourages decision makers to consider the long-term impact and likelihood of success or failure.

These models offer different perspectives on decision making, and their applicability depends on the context, the nature of the decision, and the individuals involved in the process. Many decision-making situations incorporate elements from multiple models.

12.7: SUMMARY

Different decision-making models, such as the rational model, bounded rationality, and intuitive decision making, provide frameworks for understanding the diverse ways individuals approach decisions. Decision making is an iterative process that involves implementation, monitoring of

outcomes, and the potential need for adaptation based on feedback. Whether faced with routine choices or complex strategic decisions, individuals and organizations can enhance their decision-making capabilities through experience, feedback, and a willingness to learn from both successful and less successful decisions. Effective decision making is a critical skill that contributes to problem-solving, strategic planning, and overall success in various aspects of life and work.

12.8: KEY TERMS

- **Decision:** The selection of a course of action or choice made after considering different alternatives.
- **Problem Solving:** The process of finding solutions to difficulties or challenges, often involving decision-making skills.
- **Alternatives:** Different options or choices that are available for consideration in the decision-making process.
- **Criteria:** The standards or factors used to evaluate and compare alternatives during the decision-making process.
- **Rationality:** The concept of making decisions based on logical reasoning and a systematic evaluation of alternatives.

12.9: SELF ASSESSMENT QUESTIONS

- What is decision making? Discuss features of decision making.
- Discuss different types of decision making.
- Discuss various models of decision making process.

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BLOCK-4: CONCEPTS OF PUBLIC ADMINISTRATION

Unit-13:   Comparative Public Administration

Unit-14: New Public Administration & New Public   Management

Unit-15: Development Administration

Unit-16: Citizens Participation in Management

UNIT-13: COMPARATIVE PUBLIC ADMINISTRATION

Structure

13.1 Objectives

13.2 Introduction

13.3 Comparative Public Administration: Background

13.4 Meaning and Definition

13.5 Approaches to study Comparative Public Administration

13.6 Summary

13.7 Key Terms

13.8 Self Assessment Questions

13.9 References

13.1: OBJECTIVES

After going through this unit, you will be able to know:

- Historical background of Comparative Public Administration
- Various approaches to study Comparative Public Administration

13.2: INTRODUCTION

With the end of Second World War and emergence of third world nations the Public Administration was developed as Comparative Public Administration by developing its comparative viewpoint. It was developed with a more scientific outlook of public administration by establishing and strengthening theory in Public Administration. In simple words comparative public administration refers to the comparative study of government administrative systems functioning in different countries with different cultural and geographical setting at different periods. Originally the thinkers of USA were trying to develop the subject matter of Comparative Public Administration undertaking the analysis among various constitutional administrative systems in the world. In this regard Robert Dahl addressed three major obstacles. They are (1) the inherent normative implication of Public Administration (2) what a science of Public Administration must be based upon a study of human behavior and (3) that "as long as the study of Public Administration is not comparative, claims for a science of Public Administration sound rather than hollow." When Public administration is defined as a sub field of political science Comparative Public Administration is a specialization in the field

of Public administration. Like other specialization such as administrative theory, public- personnel administration and government budgeting.

13.3: COMPARATIVE PUBLIC ADMINISTRATION: BACKGROUND

Comparative public administration focuses on Public Administration as a field of study and research rather simple execution of tasks. Haroon A. Khan defined the Comparative Public administration as a quest for searching patterns and regularities in administrative behavior and action and to characterize them in present day nation states. It is interesting to note why and how Public Administration has gained a place in the field of study. Woodrow Wilson is credited for his writing The Study of Administration and perhaps this was a starting point in the United States, in other countries like India, Germany Public Administration was known long back owing to influences of Arthashashtra. Later half of twentieth century saw many improvements and bureaucratic internationalization between European countries in reference to Euro-zone and also to all other countries of the world with transnational organizations like World Bank, Interpol and International Court of Justice. These changes which came about after 1960s were basically administrative reforms implemented by the legislative to make administration more decentralized, accountable and efficient. But, on the other hand some other reforms were pushed aimed at giving more control to policy makers of the bureaucracy while avoiding all the responsibilities. It was imperative to look how these two different situations affected Administration as a whole in different countries. The best way to look at this was through scientific study of comparative public administration. It is also a way to identify best practices in Public Administration so as to achieve maximum result most efficiently and to build a solid organizational structure and processes.

It will be wise to understand here that simply importing those practices which have served well in other countries will not suffice, since people in general are different and they react different to same stimuli. So, what works best in one country might not work at all in other countries. Most commonly used model for Comparative study has been to compare and contrast western and non-western methods and styles. This model has created dualistic concepts like diffused - specific, universalistic - particularistic, etc and often tends to favor one end of spectrum towards another. But, these do not help in study of development or how to increase quality of life in third world countries. The other and better method used is called description. It is more suitable for cross-cultural analysis as it relies on facts of a situation and get at the all-

important aspect of context. But, it too cannot be used directly as a solution to problems faced by other societies. All the other frameworks deals with certain units of analysis or tools which help in gathering and categorizing facts efficiently they are; Individuals - the study of behaviors of officials, leaders and elites; Groups - the study of social movements of parties and interest groups; Organizations - the study of functions and capacities of cities and regions; Bureaucracy - the study of the efficacy and performance of whole government executive branch. Clearly within the last decade there has been a very significant rise in CPA as results obtained through it are if nothing, interesting. Many international organizations have come forward and joined their hands in CPA. For example, the international Public Management Network includes individuals from many countries and they publish international public management journal to provide a forum for sharing ideas, concepts and results of research and thinking about alternative approaches to problem solving and decision making in public sector.

Even though comparative studies in administration date back to Aristotlian times where he sent scholars to different parts of world to study their political systems, Comparative Public Administration started off as a topic of interest post the Wilson(called the 1st comparativist) essay in 1884 where he very rightly stated that in order to know our own country's administrative weaknesses and virtues we need to compare with others. And,he stated that administration is the best and most safe prospect of comparative studies as administrative techniques and procedures are similar almost everywhere and in fact we can learn a lot by comparing.

However, It was not taken so seriously due to the emphasis on conceptualizing and structuring as well as defining Public Administration at that time was the top priority. The theorists and administrators as well as governments were busy understanding their own administrative setup before they could set off on a comparison with others. So, while this was being contemplated the First World War erupted and with its end and the establishment of the League Of Nations there came about a lot of questions regarding the need to understand the needs of the countries who were not so developed because many of them came under the British colonialism as well as other imperialist countries in order to control these and draw maximum benefit. This comparative study took a philosophical turn during the course of the second world war and its aftermath when there came the end of imperialism and colonialism and emergence of many independent states, a joint initiative by the developed countries under the United Nations (formerly called 'The League Of Nations') aegis to refurbish the developing an third world countries as well as to develop their own war damaged

national economies. And let‟s not forget the beginning of Cold War between the two superpowers USA and Soviet Union which played a big part in this movement where both looked to hegemonies the world politics and economy. USA took the lead here in administrative studies and also in providing financial as well as technical help to the developing nations in order to increase their market share and also to curb communism that was a product of the Soviet Union. The USA was the hub of these studies since the Western countries lacked the institutional and administrative capacities to implement their development plans post world war second the government, United Nations and various private institutions as well as corporate sponsored varied technical assistance programmes that enabled the public administrators, lecturers of public administration and professionals to study the same in depth as well as travel abroad and gather hands on experience and build a universal comparative theory of Public Administration. Notable in these efforts was that of the American Society For Public Administration (ASPA) & American Political Science Association (APSA).

The first organization formally formed to formulate a universal comparative theory of public administration was the Comparative Administration Group (CAG) in 1960 that was a division of the ASPA, funded by the Ford foundation to study methods for improving public administration in developing countries under the chairmanship of Fred W. Riggs. More than providing administrative techniques this group became a forum for intellectuals to understand why the developing countries differ so much in practice of administration and are not able to sustain the classical theory principles of administration in their systems even though Classical theorists of administration like Fayol and Weber, etc preached that their principles and models of administration were universal in their element and can be applied anywhere with greatest success. CAG gave the idea of scientific studies and emphasized on empirical and ecological (social, cultural and historical factors) study of various administrative systems. Even though the CAG had to shut shop in the early 70's since various administrators and academicians realised that due to the highly complex setting which the group had provided for comparative Public Administration studies was resulting in failures in providing really empirical assessment of administration factors in a society. They stated that it provided a very good direction but the techniques were not being specified to execute the idea. And so the studies were transferred back to the Department of Comparative Studies.In1968, the first Minnowbrook Conference was held under the chairmanship of Dwight Waldo that also talked about the need for Comparative Public Administration study and analysis.

13.4: MEANING AND DEFINITION

Comparative Public Administration stands for cross cultural and cross national public administration. It always tries to find out the comparative value from different culture and different nations. Theory building and administrative problem of developing countries are its basic motivational concerns. In the period of late sixty Ferrel Heady noted Heyday of Comparative Administration Movement." In the words of Lynton Caldwell, its objective has been to hasten the emergence of a universally valid body of knowledge concerning administrative behavior. In brief to contribute to a genuine and broad discipline of public administration.

Nicolas Henry has defined the two aspects of Comparative Public Administration which differentiates from traditional or American Public Administration. These two aspects are

(1) Public Administration is culture bound while Comparative Public Administration is cross cultural and cross national.
(2) Public administration is practitioner oriented and involves the real world whereas Comparative Public Administration tries to develop theory building and seeking knowledge for the sake of knowledge.

According to **J S Jun** "Comparative Public Administration has been predominantly cross cultural or cross national in orientation."

According to **R H Jackson** "Comparative Public Administration is that facet of the study of public administration which is concerned with making rigorous cross cultural comparison of the structures and processes involved in the activity of administering public affairs."

According to **Comparative Administration Group** "Comparative Public Administration is a theory of public administration applied to the diverse cultures and national settings and the body of factual data by which it can be examined and tested."

According to **N Raphaeli** "Comparative Public Administration is a study of public administration on a comparative basis. He traced the origin of Comparative Public Administration to 1952 conference on administration held at Princeton University of USA. He said Comparative Public Administration is new comer to the community of academic instruction and research."

13.5: APPROACHES TO STUDY COMPARATIVE PUBLIC ADMINSTRATION

The various approaches to study comparative public administration discussed below:

1) **Ideal or Bureaucratic Approach**: The bureaucratic approach in the study of Comparative Public Administration is developed by Max Weber"s ideal type. It is one of the most coherent form of administration and is proficient of accomplishing the highest degree of efficacy in the administration. This approach subjugated the 19th century intellectuals. It is rational as it is controlled by knowledge and wisdom. It is legal because authority is legitimated through lawful process. It is based on various identifying features such as hierarchy, specialization, recruitment by merit, carrier development, uniformity, etc. Bureaucratic specifications are studied for reaching conclusions and developing thoughtful consideration. In this approach structures of organizations are analyzed in terms of their horizontal differentiation, vertical differentiation, span of control, etc. Procedures and rules are evaluated and the framework of functioning is determined. Job specifications and descriptions at various bulges are analyzed and some understanding is reached on the basis of elaborateness and degree of specialization compared in regards to different administrative systems. The limitations of this approach is that though it has been considered simple but it does not explain the structures and their functions in society and gives a very general observation.

2) **Structural - Functional Approach:** This approach is surrounded by two concepts, one is structure another one is function**.** The structure deals with the arrangements within the system whereas the functions deals with the process of action in the structure of the organization.It is considered as a very popular approach for comparing various administrative systems and was implemented by Fred W. Riggs in his study for

developing his Models of society or environment or ecology. This approach analyses society in terms of its various structures and their functions for reaching an understanding regarding their positioning and functioning. Structures here can refer to government or political arrangement and abstract like values systems in society. Function is seen as the discharge of duties by these structures in the society. The limitation of this approach is that there has to be a correct identification of the structures before proceeding to analyse them especially in agrarian -transitia and fused-prismatic societies.

3) **Ecological Approach:** This approach deals with the interface between the administrative system and its outside environment. This approach is popularly used by Fred Riggs in his study. He suggested explanatory typology of comparative administrative system in „agraria" and „industria" model and claimed that similar types could be constructed at various intermediate stages. Formulated by Riggs, this approach states that structures and their functions exist in an inter dependent manner. So if a study is to be undertaken of a particular structure and its function then its effects on other systems and their functions of society are also to be analyzed. Limitations are that this approach is highly complex and difficult to apply.

4) Historical and Sociological Approaches

Historical events and sociological practices are largely responsible for the present day administrative system. Some of the good examples are given below.

1) The English Administrative system: England does not possess a written constitution mainly because it was a monarchy prevailing there and the people lived there through conventions and traditions going on from time immemorial.

The Indian Administrative system: Reservations are made as Indian society is very diverse in matters of social as well as economic status,etc after a lot of historical events like B.R Ambedkar and his policies as well as the British division of Hindu and Muslims and other minorities in separate electorate system,etc. There are various social laws in India that are made from society like panchayats,etc. Tribal welfare is given special attention in India due to existence of tribal"s in the society. Many offices such as bureaucratic, political, economical, etc are remnants of British legacy like the office of the collector, police department, civil services, etc. Revenue administration here is a modern version inspired by historic Mughal ones.

2) The USA Administrative system: Many historical and sociological factors have also shaped the American system. A few of them cited are the Civil war that lead to providing African American slaves were given the title of citizens and right to vote. Also the second civil rights movement that occurred under the aegis of Martin Luther King Jr. leading to elimination of segregation and racial discrimination between black and white Americans.

3) The France Administrative system: Arrangement of Droit Administration could be seen

associated with the approach and functioning of Napoleon Bonaparte who set the table for a centralized administration as an efficient administration. The storming of Bastille incident which was fuelled by economic crisis lead to the overthrow of monarchy there to republican system and led to the establishment of Declaration of the Rights of Man and the Citizen that lead to the first step of France's constitution framing.

13.6: SUMMARY

Comparative public administration is a field of study that involves the analysis and comparison of public administration systems, structures, and practices across different countries or regions. The goal is to identify similarities, differences, and patterns in the ways governments and public organizations operate. Comparative public administration provides valuable insights into the diversity of administrative systems worldwide, fostering a better understanding of the complexities and nuances in the field of public administration.

13.7: KEY TERMS

- **Administrative Culture:** The shared values, beliefs, and norms that shape the behavior of individuals within public administration. Different countries may exhibit distinct administrative cultures.
- **Institutionalism:** A theoretical perspective that focuses on the impact of institutions, such as formal rules, structures, and organizational cultures, on public administration.
- **Corruption:** The misuse of public office for private gain. Comparative studies examine corruption levels, types, and anti-corruption measures in different administrative settings.
- **Autonomy:** The degree of independence and self-governance of public administrative entities. Comparative studies assess the autonomy of public agencies in different countries.

13.8: SELF ASSESSMENT QUESTIONS

- What is Comparative Public Administration? Discuss its development.
- Discuss various approaches to study Comparative Public Administration.

13.9: REFERENCES

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UNIT-14: NEW PUBLIC ADMINISTRATION AND NEW PUBLIC MANAGEMENT

Structure

14.1: OBJECTIVES

After going through this unit, you will be able to know:

- What is New Public Administration
- Aspects of the New Public Administration
- What is New Public Management
- Impacts of New Public Management

14.2: INTRODUCTION

The term new public administration simply means that there was a public administration which was old. It was in that sense because of giving importance to administration rather than public, principles and processes rather than values and philosophy, efficiency and economy rather than effectiveness and service efficiency. The fact behind it is that with the change of major and minor aspects of society the administration of society has experienced changes and the public administration in

general has to cope with the changing administrative environment. Otherwise it cannot meet the basic necessities of society. In our analysis of the evolution of public administration, we have already noted that towards the end of the sixties of the last century people experienced in administration developed, new paradigms of public administration were devised, and these were suggested to meet the new challenges of society. It has been suggested that the administrators must find out new methods of administration, otherwise the administrative structure will not be in a position to keep the momentum of change.

14.3: NEW PUBLIC ADMINISTRATION: BACKGROUND

Whatever may the form of government be, there must exist an administration. This is a fundamental notion and from this comes the notion of new public administration. It is to be noted here that the concept of new public administration first arose in America. Nicholas Henry says that in 1968 some enthusiastic administrators took an initiative to hold a conference for finding out ways which would be capable of dealing with new changes plaguing the administration of American society. These enthusiasts found that the old public administration was "ineffective". The time was quite crucial. The Second World War (1939-1945) completely changed the economic and social structure and the old administrative system could not deal with this change. So these new enthusiasts proposed that there had arisen the necessity of devising new methods of administration and the American administrators call it new public administration. The public administration of pre-1960s was primarily concerned with the budgeting, efficiency, decision-making and the implementation of decisions. But the events of post-Second World War threw a challenge to these basic concepts or aspects of public administration. It was strongly felt that the whole public administration should be overhauled. The sponsors of new public administration raised some causes such as values, ethics, and development of individual member in the organization. Again, in the seventies of the last century, the concept of justice gained enormous importance. This issue of justice was raised by John Rawls in his famous work A Theory of Justice. John Rawls in his new theory of justice suggested that the, social and economic inequalities are to be arranged so that they are both reasonably expected to be everyone's advantage and attached to positions and offices open to all.

It is further to be noted that in the seventies of the last century liberalism started to assume new meaning and content. The old liberalism was incapable of meeting new challenges that surfaced in

society. People wanted more liberty and less state restrictions. The exact role of the state would be like a night watchman. In earlier periods the state was aggressive, so was the public administration. In the new era the power of the state should be drastically curtailed and the public administration must adjust itself with new philosophy i.e. the philosophy of liberalism. The values, ethics, philosophy of liberalism are not diminished. There must exist bureaucracy. But the purpose and function of the bureaucracy must be to protect freedom and ensure justice. A concept was circulated in the academic market and it is new bureaucracy. Nozick‟s Anarchy, State and Utopia was published in (1974) and John Rawls‟s Political Liberalism (1993) together tossed light on the nature and functions of state and all these considerably influenced the public administration. It is to be specially noted that all these works do not deal with public administration but their centre of attention was modern liberalism and justice. But all these are to be achieved through the instrumentality of state which means administration of states.

Naturally in one form or other public administration comes to be a powerful factor. The new public administration wants to emphasize that it must have its own philosophy, ethics and value system which shall not stand on the persistence of liberalism. Nozick imagined of a new state which will be an anarchical state and it will be the result of liberalism. Thus new public administration is implanted with liberalism, justice and crucial role of state in the attainment of these principles. The new public administration does not rule out the decision-making and the execution of decision as its function. But the periphery of new public administration has expanded very considerably. An important aspect of new public administration is that there shall exist bureaucracy but the top bureaucrats must change their outlook and mentality so that administration can meet the needs of people of present century.

During the period of old public administration there was no existence of globalization and liberalization and, naturally, the public administration that existed before the seventies of the last century was not concerned with these two issues. Henry rightly observes, "Beginning in the 1980s, a number of trends accelerated that harbour the possibility for fundamental change in how we perceive government and its administration. We group these trends under the rubrics of globalization, devolution and redefinition". In the age of globalization and liberalization no state, big or small, can be treated as being separated from the rest of the world. Very few multinational

corporations situated in USA and UK are practically controlling the world economy. The public administration and organization of various countries are gradually coming under their influence and these states are rather forced to readjust or remodel their administrative structures to make room for the entry of globalization and liberalization. Not only economy is influenced by globalization, internet, world•wide environment, travel and communication have gradually come under the influence of globalization. All these are challenging the time old administrative systems. The result is public administration is forced to accept the influence of globalization. The impact of globalization in national economy and public administration can be seen in another sector also. Reluctantly or willingly the governments of many countries and America in particular are abandoning responsibilities towards public administration or administrative responsibilities and this creates a vacuum in the sphere of public administration. But this vacuum cannot continue indefinitely. A new model of public administration was badly needed and it is accepted as „new public administration".

According to **Fredrickson**, New Public Administration is less generic and more public; less descriptive and more prescriptive; less oriented towards considering what exists to be unalterable and more oriented towards changing reality; less institution oriented and more oriented towards impact on client; less neutral and more normative; no less scientific.

However, the major landmarks towards the growth and emergence of New Public Administration are discussed below.

1- The Honey Report on higher education for public service in 1967.

2- The Philadelphia conference on the theory and practice of Public administration in 1967.

3- The Minnow-brook conference of 1968

4- Publication of „Towards a New Public Administration: The Minnow-brook Perspective, edited by Frank Marini, 1971."

5- Publication of Public Administration in a time of turbulence (Edited by D. Waldo in 1971.)

6- Publication of Grorge Frederickson's book on New Public Administration in 1980

14.4: MINNOW-BROOK CONFERENCE

In the theory and Practice, New Public Administration Movement starting from the 1968 Minnow-brook Conference began to assume new shapes and dimensions. The scholars and public administration specialists attending the conference strongly felt that the advancement of new technology and its impact on state activities, change in the outlook of men, the unprecedented expansion of the study of political science have created a situation which requires a change in the subject of public administration. Certain conclusions were framed by the specialists who attended the first Minnow-brook Conference in 1968. Even the relationship between political science and public administration was discussed. The young scholars who attended the conference felt that public administration was no longer an ordinary branch of political science; it can reasonably claim a separate status in the vast field of social science. The second Minnow- brook Conference was held in 1988. It is again a landmark event in the field of new public administration. Landmark in the sense that the term new public administration was first used by the enthusiasts and energetic scholars of political science and administrator in 1971 and again in 1988 the concept was elaborately discussed in the perspective of several incidents or new atmosphere.

The US President Reagan introduced several administrative measures to curtail the quantum of state intervention in economic and social affairs. It is called New Right theory of Neoliberalism. In the post-Second World War period J.M. Keynes suggested state intervention to fight the economic crisis and this was accepted by large number of experts as an effective means against economic crises. Reagan in the USA boldly advocated that the state has very little to do in economic spheres and, not only in this order to put the state economy in right order the expenditure for social welfare measures must be drastically curtailed or brought down to the minimum level. The Reaganism in USA or Thatcherism in Britain put heavy stress on public administration. There was a clear conflict between public purpose and private purpose or private interest. The state shall perform minimum work for the public. Private persons shall be allowed and encouraged to do those jobs which were previously done by the state. The Second Minnow-brook Conference focused its attention to this very aspect. There was also thematic discussion in the Second Minnow-brook Conference and this changed, to a large extent, the contents and approach of public administration.

The Second Minnow-brook Conference 1988 adopted several proposals relating to public administration. Some of them are:

(1) It is the duty of public administration to give special emphasis on the normative aspects of administration. The participants at the conference wanted to say that the public administration should not be concerned with what has happened, but what should happen. The classical or old public administration emphasized not on the normative aspects and that was its drawback.

(2) If public administration starts to pay more attention to normatism or normatic character of public administration as well as ethics, morality or values the public administrators must also be prepared to reformulate the policies and methods of administration. In other words, the accountability of public administrators shall be to normative aspect of public administration.

(3) Another decision adopted by the conference was human society is constantly changing and the administrators must take into account these changes and they will build up policies in the background of these changes. In other words, the administrative system will change in accordance with the change of society.

(4) The Second Minnow-brook Conference (1988) suggested that the public administration must aim at the realization of social justice and equality. For greater justice, redistribution of wealth is essential and the burden of that task inevitably falls upon the administration.

(5) In the past there was a boundary wall between general public and administrators. That wall is required to be abolished. The public administrators ought to be accountable to the public. This accountability will bring about a change in the whole system of public administration.

At the beginning of the seventies of the last century the American Academy of Political and Social Science held a conference and its chief aim was to discuss the theoretical and practical aspects in great detail. The members of the conference thought the public administration must be released from the confinement of old thought and ideas. To speak the truth the scholars attending the conference were serious about the role of public administration in changing society. The attitude and temperament of the scholars was that the subject must be treated as a separate discipline of clear status and outlook. This outlook helped to build up the foundation of New Public Administration and this has both academic and practical aspects.

14.5: ASPECTS AND FEATURES OF NEW PUBLIC ADMINISTRATION

An important aspect of new public administration is the public administration has achieved considerable progress, so far as its subject matter is concerned. Under such circumstances it should no longer be treated simply as a "branch of political science. The scholars and administrators in unequivocal terms demanded that it should be regarded as a special subject. Its subject matter shall be the various aspects of administration, both public and private. Public administration is a separate discipline. The administrators must be specially trained in order to be good administrators. The methods and subjects of training shall be decided by the public administration. If necessary the public administration shall have freedom from necessary principles of other subjects. Public administration is not a science and for that reason the subject matter of this subject has no scope to be called a science in the sense physics and chemistry are sciences. But the term science shall be used in liberal sense and public administration shall be called science in that liberal sense. In 1970, the National Association of Schools of Public Affairs and Administration was founded. This body demanded that public administration could properly call itself, and increasingly be recognized as a separate self-aware field of study. This approach clearly indicates that numerous developments that took place in the post- Second World War period directly or indirectly came under the aegis of public administration. The subject matter has increased, so to speak, beyond any imagination.

FEATURES OF NEW PUBLIC ADMINISTRATION

The features of new public administration are discussed below.

- **Change and Awareness**: The administration should bring about certain internal as well as external changes so that public administration could be made more relevant to the social, economic, political and technological environment. For this, the administration has to be more elastic and adjustable to the various changes.

- **Client Centricity**: This means that the effectiveness of the administrator should be judged not only from the point of view of the government, but from that of the citizens. If the administrative actions did not improve the quality of life of citizens then they are not effective notwithstanding whatsoever rationality and efficiency they may have.

- **Structural Changes in Administration**: The new public administration approach calls for small, flexible and less hierarchical structures. In any administration, the citizen"s

administration interface could become more flexible and comfortable. The organizational structure should be in tune with the socially relevant conditions.

- **Multi-disciplinary Nature of Public Administration**: Knowledge from several disciplines and not just one dominating paradigm build the discipline of public administration. The political, social, economic, management and human relation approaches are needed to ensure the growth of discipline.

- **Politics**-Administration Dichotomy since administrators today are involved in policy formulation and policy implementation at all the stages. Dichotomy meaning "a division or contrast between two things that are or are represented as being opposed or entirely different".

14.6: NEW PUBLIC MANAGEMENT

New Public Management (NPM) is a management or development system that is utilized in companies, agencies and countries in their entirety. This system emphasizes the concept that ideas used in the private sector must be successful in the public sector. NPM discussion and investigation of economic and political systems in various countries have helped modernized the public sector and policies on a global spectrum. New Public Management is viewed as a more efficient means of attaining the same product or service; however citizens are viewed as customers and public servers or administrators hold the title of Public Manager. NPM tries to realign the relationship between expert managers and their political superiors making a parallel relationship between the two. Under NPM, Public Managers have incentive-based motivation and have greater discretion. NPM relies heavily on disaggregation, customer satisfaction, entrepreneurial spirit, and the Rules of the Game. Proper utilizing of the NPM system allows the expert manager to have a greater discretion. Public Managers under the New Public Management reforms can provide a range of choices from which customers can choose, including the right to opt out of the service delivery system completely.

14.7: HISTORY AND DEVELOPMENT OF NPM

The first practices of New Public Management emerged in the United Kingdom under the leadership of Prime Minister Margaret Thatcher. Thatcher played the functional role of policy entrepreneur and the official role of prime minister. Thatcher drove changes in public management policy in such

areas as organizational methods, civil service, labor relations, expenditure planning, financial management, audit, evaluation, and procurement. Thatcher's successor, John Mayor, kept public management policy on the agenda of the Conservative government, leading to the implementation of the Next Steps Initiative. Mayor also launched the programs of the Citizens Charter Initiative, Competing for Quality, Resource Accounting and Budgeting, and the Private Finance Initiative. A term was coined in the late 1980s to denote a new (or renewed) stress on the importance of management and „production engineering‟ in public service delivery, which often linked to doctrines of economic rationalism (Hood 1989, Pollitt 1993). During this timeframe public management became an active area of policy-making in numerous other countries, notably in New Zealand, Australia, and Sweden. At the same time, Organization for Economic Cooperation and Development (OECD) established its Public Management Committee and Secretariat (PUMA), conferring to public management the status normally accorded more conventional domains of policy. In the 1990s, public management was a major item on President Clinton‟s agenda. Early policy actions of the Clinton administration included launching the National Partnership and signing into law the Government Performance and Results Act. Currently there are few indications that public management issues will vanish from governmental policy agendas.

A recent study showed that in Italy, municipal directors are aware of a public administration now being oriented toward new public management where they are assessed according to the results they produce.

The term New Public Management (NPM) expresses the idea that the cumulative flow of policy decisions over the past twenty years has amounted to a substantial shift in the governance and management of the state sector in the United Kingdom, New Zealand, Australia, Scandinavia, and North America. A benign interpretation is that these decisions have been a defensible, if imperfect, response to policy problems. Those problems as well as their solutions were formulated within the policy-making process. The agenda-setting process has been heavily influenced by electoral commitments to improve macro- economic performance and to contain growth in the public sector, as well as by a growing perception of public bureaucracies as being inefficient. The alternative generation process has been heavily influenced by ideas coming from economics and from various quarters within the field of management.

14.8: GLOBALIZATION OF NPM

The basic principles of NPM can be the best be described when split into seven different aspects. They are the following:

- Because of its belief in the importance and strength of privatizing government, it is critical to have an emphasis on management by engaging in hands on methods. This theory allows the freedom to manage freely and open up discretion.

- Performance Standards or Methods

- It's important to maintain explicit standards and measures of performance in a workforce. Using this method promotes clarification of goals/intent, targets, and indicators for progression and success.

- Output Controls

- The next point acknowledges the shift from the use of input controls and bureaucratic procedures to rules relying on output controls measured by quantities performance indicators This aspect requires using performance based assessments when looking to outsource work to private companies or groups.

- Decentralizing of Units

- This point suggest that it is more appropriate to shift from a unified management system to a decentralized system in which managers gain flexibility and are not limited to agency restrictions.

- Competition

- This characteristic focuses on how NPM can promote competition in the public sector which could in turn lower cost, eliminate debate and possibly achieve a higher quality of progress or work through the term contacts.

- Private sector Management

- This aspect focuses on the necessity to establish short-term labor contracts, develop corporate plans, performance agreements and mission statements. It also focuses on establishing a workplace in which public employees or contractors are aware of the goals and intention that agencies are trying to reach.

- Reduction

- The most effective one which has led to its ascent into global popularity focuses on keeping cost low and efficiency high. Doing more with less.
- Differences between Public and Private Sectors
- New Public Management draws practices from the private sector and uses them in the public sector of management.
- The New Public Management reforms use market forces to hold the public sector accountable and the satisfaction of preferences as the measures of accountability. In order for this system to proceed, certain conditions, such as the existence of competition, must exist and information about choices must be available.
- Reforms that promise to reinvent government by way of focusing on results and customer satisfaction as opposed to administrative and political processes fail to account for legislative self-interest. Institutions other than federal government, the changes being trumpeted as reinvention would not even be announced, except perhaps on hallway bulletin boards.

14.9: GOALS AND IMPACT OF NPM

According to **Chriostopher Hood**the New Public Management has seven features or goals

1- Emphasis on professional management in the public sector. 2- Laying of explicit standards and measures of performance.

3- A shift to greater emphasis on output controls rather than procedures. 4- A shift to disaggregation of units in the public sector.

5- A shift to greater competition in public sector.
6- A stress on private sector management practices.
7- A stress on greater discipline and parsimony in resource use.

According to **R.A.W. Rhodes**, the New Public Management has the following central doctrines or goals. They are

1- A focus on management, not policy.
2- The disaggregation of public bureaucracies into agencies which deal with each other on a user pay basis.
3- The use of quasi-market and contracting out to foster competition.
4- Emphasis on cost-cutting and motto being value for money.

5- A style of management which emphasis output targets, limited term contracts, monetary incentives and freedom to manage.

Impacts of NPM

In order to attain these goals the government in different parts of the world have used a number of instruments such as; creation of autonomous public organization; reducing the size of government; corporatization of government organizations; reducing budgets and welfare expenditure; reforming civil service structure; performance measurement and evaluation; privatization of public undertakings; decentralization of authority to lower levels; contracting out services to private agencies; promoting openness and transparency in administration; encouraging people's participation in administration and declaration of citizen charter and so forth.

14.10: RELEVANCE OF NPM

The NPM had a great impact in the 1990s on managing and policy making, many scholars believe that NPM has hit its prime importance. Scholars like Frank Dunleavy believe New Public Management is phasing out because of disconnect with "customers" and their institutions. Scholars cite the Digital Era and the new importance of technology that kills the necessity of NPM. In countries that are less industrialized the NPM concept is still growing and spreading. This trend has much to do with a country's ability or inability to get there public sector in tune with the Digital Era. New Public Management was created in the Public Sector to create change in the field of disaggregation, competition, and inducements. Using inducements to produce the maximum services from an organization is largely stalled in many countries and being reversed because of increasing complexity.

The Post New Public Management (PNPM) has advanced to the Digital Era Governance (DEG). Dunleavy believes this new way of governance should be heavily centered upon information and technology. Technology will help reintegrate with the digitalization changes. Digital Era of Governance provides an exceptional occasion for self- sustainability and growth. However, there are various factors that will determine whether or not DEG can be implemented successfully. When countries have proper technology, NPM simply can't compete very well with DEG. DEG does an excellent job of making services more accurate, prompt and remove most barriers and conflicts. DEG also can improve the service quality and provide local access to outsourcers. New Public Management is often erroneously compared to New Public Administration. The „New Public

Administration" movement was once established in the USA during the late part of 1960s and early part of 1970s. Though there may be some communal features, the central themes of the two activities are different. The main thrust of the New Public Administration movement was to bring academic public administration into line with a radical egalitarian agenda that was influential in US university campuses. By contrast the emphasis of the New Public Management movement a decade or so later was firmly managerial in the sense that it stressed the difference that management could and should make the quality and efficiency of public services. It focuses on public service production functions and operational issues contrasted with the focus on public accountability," model employer" public service values, „due process," and what happens inside public organizations in conventional public administration. That meant New Public Management doctrines tended to be opposed to egalitarian ideas of managing without managers, juridical doctrines of rigidly rule-bound administration and doctrines of self-government by public-service professionals like teachers and doctors. The table below gives a side by side comparison of the two systems core aspectscharacteristics

New Public Management	New Public Administration
Hands on approach	Hierarchy and rules
Explicit standards	apolitical civil service
Emphasis on Output Control	Internal regulations
Disconnection of units	Equality
Importance of the private sector	Importance on public sector
Increase timing	Stability

14.11: SUMMARY

In summary, New Public Administration seeks to redefine the practice of public administration by incorporating democratic values, social equity, and a more citizen-centric focus. It encourages collaboration, decentralization, and a holistic approach to address the complex challenges faced by contemporary societies. New Public Administration (NPA) is a perspective in the field of public administration that emerged in the late 20th century as a response to the perceived limitations of

traditional public administration theories. New Public Management represents a paradigm shift towards more market-oriented and business-like principles in the public sector. It focuses on efficiency, accountability, and customer satisfaction, drawing inspiration from private sector management practices to improve the overall performance of public organizations.

14.12: KEY TERMS

Citizen-Centric: NPA emphasizes placing the needs and interests of citizens at the center of public administration, ensuring that government actions are responsive to the public.

Social Equity: NPA places a strong emphasis on achieving social justice and fairness in public policies, aiming to reduce disparities and improve the well-being of marginalized or disadvantaged groups.

Professionalism: While emphasizing citizen participation, NPA also stresses the need for a competent and professional public administration workforce to effectively implement policies and programs.

Downsizing: NPM often involves efforts to reduce the size of government through privatization, contracting out, and streamlining operations to enhance efficiency.

Managerialism: NPM is often associated with the adoption of private-sector management practices in the public sector, emphasizing managerial efficiency, accountability, and performance.

14.13: SELF ASSESSMENT QUESTIONS

- What is new public administration? Discuss its basic features.
- What is new public management? Discuss its characteristics.
- Discuss dimensions of New Public Administration.
- Discuss impact of globalization upon new public management.

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UNIT-15: DEVELOPMENT ADMINISTRATION

Structure

15.1: OBJECTIVES

After going through this unit, you will be able to know:

- What is development administration
- Riggs model of development administration
- Role of development administration in contemporary public administration+

15.2: INTRODUCTION

The term "Development administration" is a recent origin. In 1955 it was first introduced by U.L. Goswami , who is an Indian Scholar. The term was in his article entitled „The structure of Development Administration in India" published in 1955. But however it is George Gant, an American scholar is regarded as the father and founder of Development Administration. The other scholars who contributed for the progress of Development Administration in the field of Public Administration are Edward W. Weidner, F.W. Riggs, Joseph La Polombara, Ferrel Heady, M.J. Esman, Albert Waterson, Lucian W. Pye, William J. Saffin and Han Been Lee.

Since World War II, the functions of government have increased in size and number. Consequently a serious disproportion has emerged between the hopes of the people and realities and between needs of development and their fulfillment. This has resulted in a setback to national development. In order to carry out the growing functions of government the administrative system, which until recently had only been looking after the general and regulatory administration, needs to be developed, implemented or extended. This involves not only expansion, improvement or even basic reorganization of the administrative system but also enhancement of the capabilities of administrators to familiarize them to the task of national development. This type of administrative system is known as development administration.

The traditional approach towards administration has been limited in its scope and premise, the core of which was strict adherence to laid down rules and hierarchy. In essence it has limited the role administration to that of a fire fighter or overseer of law and order in the comfort of laid down principals. It has nothing to say wrong in this approach, if society is utopian but, in a more practical sense it causes problems. Since, bureaucracy is t hat arm of government which is responsible for executing plans and allocating resources at the grassroots, it is imperative that they take some risks and be innovative in approach, especially more so when the nation is a developing one. Development Administration is about projects, programs, policies and ideas which are focused at development of a nation, with the point of view of socio- economic and socio- political development of society in general, carried out by talented and skilled bureaucrats.

15.3: MEANING AND DEFINITION OF DEVELOPMENT ADMINISTRATION

"Developing Administration", the term was first used in 1955 y an Indian Civil Service Officer named Goswami. But more elaboration was done by the American scholars. Since the mid 1960"s the label "development administration" has acquired growing popularity in developing countries although it is not entirely clear what that label means. In the developing countries of Asia, Africa, Latin America the need for development administration has been well recognized as a means of implementing policies and plans directed towards nation building and socio-economic progress.

The expansion of the study of public administration towards "development administration" is a response to the idea that something more is needed. This does not imply that development administration is subservient of public administration. The objective is the attainment of development goals. It is the word development that draws a line of demarcation between the two public administration and development administration.

To study development administration, it is necessary to have some sort of working definitions of the subject. A number of scholars have a ttempted to define the concept of development administration. According to Weidner, "development administration is concerned with maximizing innovation for development". He defines innovation for development as the process of planned or intended change in the direction of modernity or nation building and socio-economic change. Montgomery defines development administration as "carrying out planned change in the economy, and to a lesser extent in the social services of the state". F.W. Riggs defined development administration as "organised efforts to carryout programmes or projects thoughts by those involved to serve developmental objectives".

For **Harry J. Friedman** development administration means:

- Programme implementation for socio economic progress and monitoring of nation building progress.
- Administrative reforms to keep the bureaucracy updated.

According to **Hahn Been Lee**, development administration involved management of government or of an agency to ensure capability to cop up with social change and sustained growth.

Gant observed that development administration is "that aspect of Public Administration in which focus of attention is on organizing and administering public agencies in such a way as to stimulate and facilitate defined programmes of social and economic progress. It has the purpose of making change attractive and possible."

Thus development administration involves two elements:

1. The bureaucratic process that initiates and facilitates socio-economic progress by making the optimum use of talents and expertise available; and

2. Mobilization of administrative skills so asto speed up the development process.

Edward Weidner defined it as "The process of guiding an organisation toward the achievement of progressive political, economic and social objectives that are authoritatively determined in one manner or the other", i.e. Edward Weidner thinks that development administration deals with achievement of social goals as determined by government on behalf of its population.

Merle Fairsoul regarded development administration as "a carrier of innovating values, it embraces the way of the new functions assumed by developing countries embarking on the path of modernization and industrialization. Development administration involves the establishment of machinery for planning economic growth and mobilizing and allocating resources to expand national income". **F.W Riggs** mentions that the study of Third World administration, interpreted largely as development administration, became the central concern for and synonymous with comparative public administration. As a concept, he defines development administration as the combined process of both the "administration of development".

To **Montgomery**, Development Administration connotes "carrying planned change in the economy or capital infrastructure and to a lesser extent in the social services especially, health and education". In the above definitions, development administration is used in two inter-related senses. It refers to the administration of development programmer, to the methods used by large scale organization, notably government to implement policies and plans designed to meet these developmental. However, from the above it is meant that there are two aspects of development administration i.e. Administration of development and development of administration.

Riggs said that "Administration cannot normally be improved very much without changes in the environmental constraints (the infrastructure) that hamper its effectiveness and the environment itself cannot be changed unless the administration of development programmes is strengthened".

Donald Stones analyzed the concept of development administration in terms of plans, policies, programmes and projects towards the achievement of

developmental goals. Development administration, therefore is concerned primarily with the tasks and process of formulating and implementing the four Ps (Plans, Policies, programmes and projects) , in respect to whatever mixture of goals and objectives may be politically determined. It signifies the space where freedom of administrative machinery is expressed in its values and beliefs without fear or favour on programmes and projects

Going through these above definitions it is found that the primary objective of development administration is to strengthen the administration machinery which would bring about socio-politico-economic development. Development administration concentrates on the needs and desires of the people, it is concerned . with formulation of plans, programmes, policies and projects and their implementation.   It plays a central role in carrying out planned change i.e. it is concerned with planning, co-ordination, control, monitoring and evaluation of plans and programmes. It is not only concerned with the application of policies as determined by the political representatives in existing situation but also with introducing efforts to modify existin g situations so as to serve the cause of the masses.

In brief development administration is the process of carrying out development programmes and projects in the direction of nation building and socio-economic progress through a developed administrative organization. Development administration has two facets. They are: Development of administration and Administration of development as discussed earlier. Development of administration means to develop administrators. It involves strengthening and improving administrative capabilities as a means for

achieving development goals. Administration of development means development administration is to act as an instrument in the implementation of development programmes, projects and policies. This may involves raising standards of education, transforming social system, improving public health, raising national income, stabilizing the political system, conserving national resources etc.

As an aspect of public administration, development administration connotes definite and planned institutional capacity to accomplish the specific goals of development through the formulation of

appropriate policies, programmes and projects and their successful implementation. The essence of development administration can be pointed as under.

- Participative
- Responsive
- Accountable management
- Planned and co-coordinated efforts
- Goal oriented administration.
- Management capacities
- Progressivism
- Creativity and innovativeness
- People centered administration.
- Temporal dimension

15.4: FEATURES OF DEVELOPMENT ADMINISTRATION

A model of Development Administration must contain the following characteristics.

- It should reject status quo and be directed towards change and alteration.
- It is result oriented at its core and every development function should have a defined objective.
- Planning is essential to decide the framework of resources and time to be allotted for a development function and innovation.
- It is dynamic in approach and encourages new and better ways to achieve objectives.
- It should focus on planning for the people as well as with the people. It is people centered, must empower society as a whole and not product or profit centered.
- The concept of Development Administration should be understood using two concepts Administration of Development.

15.5: OBJECTIVES OF DEVELOPMENT ADMINISTRATION

In the development of the administration, resources are scarce, material or human, so the researcher needs to optimum utilization of available resources and making new means for development by gathering importance. So administration of development involves following objectives

- Innovation at all levels of planning.

- Importance to the development at grassroots level.

- Development of human capital as a resource.

- Politics and administration must go hand in hand to establish rapid change in society and bring about just and distinct social order.

- Freedom of administrative machinery to express ideas, views for the most effective and efficient use of natural resources.

- For effective Development Administration the structure of Administration itself must be empowered, large and capable enough to sustain the pressures by the developmental activities.

- In simpler words it means to develop administrative health by rationalizing and institution building and bringing about a radical change in the administrative framework, from the traditionalist approach, to handle and create socio-economic and political development and social change.

- Building decision making capabilities.

- Development of skill and specialization to tackle complex issues in the personnel.

- Giving importance to training, effective use of technology to bring about change in Administrative approach.

- Increasing administrative capacity, capabilities, removing corruption and bringing in more accountability.

- Creating leaders out of bureaucrats for promotion of development initiatives.

- To achieve development goals it is necessary to that there is proper planning, optimum utilization of resources, skilled personnel, accountability in actions and words, self-reliance

and emphasis on technology. At the same time one needs to develop the bureaucracy, innovativeness, build capabilities, integrity and decentralized decision making.

So, Administrative development and Administration of Development both are important for the effective development of Society.

15.6: RIGGS MODEL OF DEVELOPMENT ADMINISTRATION

The ecological approach to Public Administration was first propagated popularly by Fred W. Riggs who studied administrative systems in different countries emphasis on developing countries and why there was a vast amount of disconnect among them while applying the Americanized theories of Public Administration and how they coped up. He found that the main reason for this uniqueness of administrative systems in the world is the environment that they are set in. Each country had a different environment setting and that played a major role in the shaping of the administrative system because without the help and approval of its people an administrative system cannot survive and thus it acts according to its environment and in turn it also influences the society with its work and procedures. Max Weber projected an ideal system of bureaucracy where bureaucracy was shown as a closed system unaffected by the environment. A system which Weber assumed would be applicable and successful in all countries irrespective of its socio economic status and that's where he went wrong because we can very well see that the systems in USA and UK etc. cannot be applied in an environment of India or any other developing countries. Weber did provide a very good structure for the organization of bureaucracy but the part which he missed as cited above was the starting ground for Riggs when he began his research on the relationship between ecology and administration. Ecology or Environment affects the administrative system both internally as well as externally. Internally it affects when we take note that in actuality the administrator is a man of society and thus when he is taking an administrative decision, he will definitely be influenced by his values, societal and cultural attitude, etc to quite an extent and that needs to be taken into account. Externally also the environment affects the administrative organization by means of social values and rules, culture of the society, dependence on other important subsystems prevalent in the society, etc where the administration and politics have to be in context of the people's wishes and demands and if they go against it will face a possibility of overthrow and revolt anytime. Therefore, one can very conveniently understand from the above mentioned, the delicate and crucial relationship between Ecology and Administration.

Riggs model signifies ecological approach to administration. Though the concept was developed in some way or other, the American scholar Riggs developed into a coherent one. And the concept was developed after a thorough study of Thailand, Philippines and India. Certainly his findings have considerable impact on the III world countries. Riggs developed three ideal Models- which were hypothetical assumptions.

A.   Fused Models- Pre-historic condition.

B.   Prismatic Model- Developing condition

C.   Diffracted Model - Developed condition

These models were created on the basis of structural and functional approach. Fused society represents single structure and various functions. And diffracted society dealt with separate structures and separate functions. Between these two there were prismatic societies. And it is to be noted no society is exclusively fused or diffracted ; all societies are generally prismatic in nature. Out of these much focus was given on Prismatic model by Riggs. As such, there are three characteristics of Prismatic Model : (a) Heterogeneity , (b) Formalism and (c) Overlapping. To this Riggs also pointed out that Prismatic society was characterized by economic, social, political and administrative sub-systems. And he term administrative sub system as Sale Model ; and economic sub system as Bazaar Canteen Model. In 1975 he revised his theory slightly to accommodate new thoughts. However, this theory is also criticized, in spite of its merits. Major criticism is the languages used by Riggs are difficult to understand.

Riggs Improvised Typology: Fused-Prismatic-Diffracted Model

FUSED   PRISMATIC   DIFFRACTED
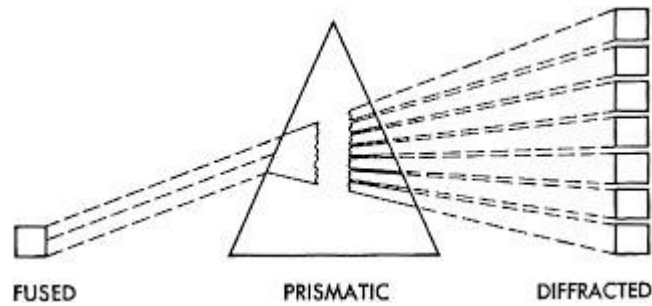
It is the more improvised and specified version of his previous typology where the Fused society can be compared to the agrarian model, the prismatic society can be compared to the Transitia model and the Diffracted society can be compared to the Industria model. This Model was designed to silence those critics who stated that Riggs had not effectively and in detail specified the 'Transitia' society which was very important as most of the world in in that phase. This model effectively detailed all of the typologies. The new model is based on the principle of a prism and how it diffracts fused colours of white light back into the seven colours of the spectrum when passed through it. White light represents a society with very less degree of specialization and development and the diffracted spectrum reflects the highly specialized and developed society. The in between prismatic society is the transition society. He stated that neither of the extreme sides exist in totality or as it is but yes, it is certain that they do but in varying degrees as suitable to the environment/ecology. First we will discuss the Fused and Diffracted model and then proceed to explain the Prismatic model. A good understanding of the Fused and Diffracted Model (DM) will only be the tool to understand the Prismatic Model features.

Fused Model (Ex- Imperial China and Thailand)

1) Heavily dependent on agriculture.

2) Economic system based on barter system.

3) King and officials nominated by the king carry out all administrative, economic and other activities.

4) Royal family and special sects dominate.

5) Ascriptive values dominate.

6) Having many administrative structures that are part diffracted (perform special functions

they are given charge of) and part fused (many structures performing many functions which are not prescribed to them thus overlapping with the diffracted ones and confusing the system)

Diffracted Model

1) It is the polar opposite of the fused society.   Each structure carries out its own functions.

2) Attainment value in society.

3) Economic system based on market mechanism(demand and supply)

4) Responsive government

5) General consensus among all the people on all basic aspects of social life.

Prismatic Model (Example India, Thailand, etc)

1) **In real no society is completely fused or completely diffracted-** A prismatic society has achieved a certain degree of differentiation or specialization.

2) **Heterogeneity** - Simultaneous existence of different kinds of system and viewpoints. Example - rural-urban, Indian gurukuls - western education, homoeopathic-allopathic. Various factors pulling the system apart. Political and administrative officers enjoy enormous influence. Privileges for selecting the groups will be communal in creating the problem in administration.

3) **Formalism** - Discrepancy between formally prescribed and effectively practiced norms. Rules and regulations are prescribed but wide deviations are observed. Lack of pressure on govt. for programme objectives. Weakness of social powers to influence bureaucratic performance. Hypocrisy in social life. Constitution formalism which means that there is a gap between stated principles and actual implementation.

4) **Overlapping** - Differentiated structures coexist with undifferentiated structures of Fused type. New or modern social structures are created, but traditional social structures continue to dominate. Example - Parliament, Government offices exist but behaviour is still largely governed by family, religion, caste, etc.

Sub-Systems of the Prismatic Model

1) **Administrative subsystem which is called the Sala Model** (The Spanish word, 'Sala', has a variety of meanings like a government office, religious conference, a room, a pavilion, etc. The word, 'Sala', is also generally used in East Asian countries more or less with the same meaning.)

   a) Certain features of bureau (diffracted) coexist with certain features of chambers (fused). Formalism exists:

   - Universalizaiton of law is there but is not followed.

   - Objective is social welfare but priority is personal aggrandizement.

   - Overlapping exists:Highly concentrated authority structure overlaps with localized and dispersed control system.

   - Non co-operation among rival communities also reflects in administration. So favoritism and nepotism is widespread

   - Existence of clects – The dominant group who use modern methods of organization but retains diffuse and particularistic goal of traditional type.

   - For promotion officers depend on ascriptive ties. Officers unresponsive to people. Unbalanced polity in which bureaucracy dominates exists.

   - Nepotism, corruption and inefficiency.

2) **Economic Subsystem (The Bazaar - Canteen Model)**

a) Market factors (demand and supply) as well as area factors (religious, social, and family) dominates the economy.

b) This leads to price indeterminacy further deteriorating economic conditions encouraging black marketing, hoarding, adulteration etc.

c) Foreign domination and a small section of people dominate economic institution.

a) Price of services varies from place to place, time to time and person to person.

b) Economic subsystem acts like subsidized canteen to privileged& tributary canteen to members of less privileged, politically non influential or members of outside group.

c) Wage relation: Wide gap exists for same work. Persons with fewer wages may feel motivated to earn more by illegitimate means.

3) DEVELOPMENT MODEL

Rising level of diffraction represents development. The higher the level of differentiation, there exists, the higher the development. If differentiation is high but no sufficient integrative mechanism, it leads to confusion and chaos. Differentiation depends upon technological factors. Integration depends upon: Penetration – receptivity of law and govt. willingness and ability. Participation - willingness of people to participate.

Criticism of Riggs' Fused-Prismatic-Diffracted Model

Riggs Fused-Prismatic-Diffracted Model has been criticized as under.

1) Usage of scientific words does not make administration science.

2) It has highly technical description

3) Prismatic and sala models are equilibrium models and does not lead to social change.

4) Lack of measurement of level of diffraction in prismatic or diffracted society.

5) Diffracted society is also not desirable because it is static and in equilibrium.

6) Difficult to identify the level of differentiation and integration for development.

7) Lack of international perspective.

8) Wrong analytical tool.

9) Fails to explain the role of administration in society.

10) Overlapping is not specific phenomena of prismatic society but exists in diffracted society also.

11) Prismatic model has a negative character.

Irrespective of the criticism Riggs attracted there is no denying that he set the table and standards for Comparative Public Administration and got to the root of the failure of Americanised and Europised Public Administration practices failing in developing countries, through his important paradigm called "The Ecological approach to Public Administration", and also suggested the issues that plague the developing countries and how to rectify them. Riggs is considered the pioneer in the field of Ecological Approach to Public Administration. He stated that if studies of Public Administration had to become really comparative then it has to shift from being Normative(Establishing, relating to, or deriving from a standard or norm, esp. of behavior) to empirical (Based on, concerned with, or verifiable by observation or experience rather than theory or pure logic), from Ideographic(case by case study and not related to one another) to homothetic(relating to the study or discovery of general

scientific laws) and from non-ecological(closed and confined to one area) to ecological(open and cross cultural). He blamed the import of developed countries' administrative practices as it is by the developing countries for their progress without any study as the reason for its failure and the reason for developing countries still lagging behind. In his ecological studies he gave the concept of structural functional approach as a means to study the environment and administration relation. According to this approach every society has various structures that perform specific functions like political, economic, social, symbolic and communicational functions in the society. On the basis of this approach he proceeded to study and listed two theoretical models to explain the administrative systems in the comparative context.

Those models are:

a) **Agraria Model**: It is the Agricultural society and the characteristics are functional diffusion, particularistic norms, self-sufficiency, ascriptive values, stable local groups and limited or no mobility, differentiated stratification. Agraria is agriculture dominated society and Riggs takes China at the time for instance Imperial China. In Agrarian primordial preferences like caste and given priority. Occupational pattern is fixed that is Agriculture and carries on for many generations. Very few administrative structures and their functions/duties were not at all specified.

b) **Transitia Model**: It is the in between society. It is in between or let‟s use the term in transition between the Agraria and Industria society and bears features resembling to both. It is on the path to become a developed society from an agricultural society. Examples are India, Thailand,etc.

c) **Industria Model**: It refers to a developed or Industry dominated society. Its characteristics are Universalistic norms, Achievement values, specific patterns, high degree of social and spatial mobility, well-developed occupational system, egalitarian class system, prevalence of associations which are functionally specific and non ascriptive. USA is an example of this society.

Limitations and Critique of Riggs' Agraria- Transitia- Industria Model

1) It does not help in examining the transitional societies and is too rigid focusing only on the underdeveloped and developed countries.

2) It does not provide sufficient mechanism to study mixed-type societies. Critics argue that the industrial societies will always retain or have some agrarian features.

3) It assumes a unidirectional movement from an agraria stage to an industria stage.

4) Its major stress is on the environment of the administrative system but not on the administrative system per se.

5) It is too general and abstract with little resemblance to concrete reality.

Consequently Riggs abandoned this typology and proceeded to better it and that resulted in a new typology/model he designed which was the Fused-Prismatic-Diffracted Model.

15.7: DIFFERENCE BETWEEN DEVELOPMENT ADMINISTRATION AND TRADITIONAL PUBLIC ADMINISTRATION

Many scholars like George Gant, Ferrel Heady and others have sought to conceptualize development administration as different from traditional administration. They explain that these two types of administration differ from each   other in terms of purpose, structure and organization, attitudes and behaviour, capabilities, techniques and methods. This is the implicit meaning of the observation of John Gunnel who says, "The increasing shift of development scenario requires increased diversification and specialization of knowledge and skills and high level of managerial ability for integrative co-ordination.

To quicken the pace of development there is an additional need for a new breed of administrators of superior calibre and vision   with a passion for   achieving results and of those who can take risks and introduce innovations. There is an increasing need to have heightened sensitivity to the welfare of the poor sections and greater responsiveness to the political process." It follows that development administration has to have different features and should be based on different requisites than the traditional or law and order or general administration.

We can sum up the   difference   between   development   administration   and traditional public administration as follows.

Development Administration	Traditional Public Administration
Change–oriented	Status–quo oriented
Goal and result oriented	Emphasis on economy and efficiency
Flexible and dynamic	Hierarchal and rigid
Its objectives are complex and multiple	Simple and limited objectives
Concerned with new tasks	Concerned with routine operations
Believes in decentralization	Believes in centralization
Stress on planning	Does not relay much on planning
Creative and innovative	Resists organizational change
Stress on participation of people	Organizational stress due to control and command structure

15.8: POSITION OF COMPARATIVE PUBLIC ADMINISTRATION

After the decline of the comparative administration group (CAG) in the early 1970's, there was a lull in this field due to many factors like theoretical and fact based study was only done and so there was problem in the applicability of those models and USA was going through a bad phase in the Vietnamese war and so funds had to be diverted, etc.

However, it got a boost once again when scholars like Robert Dahl, James Cloeman, Rapheli, Dwight Waldo etc propagated it and stated that without comparison there can never be a science of administration. Also the behavioral school of thought was bringing in a lot of attention to the fact and value theories of administrative man and so comparative public administration saw resurgence. In the 80's and 90's studies in CPA resurfaced but with a new objective, philosophy and orientation than its previous predecessors and counterparts. It started to study various arrangements like RTI, Rule of Law, good governance, etc in different countries. It has recently started focusing itself on the analysis of such operations of administrative systems which affect functioning of various societies.

The following could be seen as the recent trends in the studies of Comparative Public Administration:

1) Studying the status of human rights in the nations of the problems associated with human rights.

2) Studying the status of Rule of Law and analyzing the barriers if any.

3) Studying the presence of Civil Society Institutions and their role and contribution in the administrative arrangements of societies.

4) Studying the level of participation and involvement in the implementation of schemes related to welfare of people.

5) Studying the presence of arrangements through which accountability of politicians and administrators could be ensured towards the public through the mechanisms prescribed and available like RTI, Citizens charters, Ombudsman, Social Audit, etc.

In the present context ecology plays very vital part of the study. Ecology in simple words relates to 'Environment'. And this environment includes physical, social and cultural aspects. So, basically we are going to talk about the relationship between administration and the environment it is set in (internal as well as external) and how they affect each other. Environment is the largest system, the rest and others like political systems, administrative systems, etc are all sub systems who work under it. It influences its sub systems and vice versa. They both have to adjust to each other and also reform and change each other from time to time to stay up to date where the people's wishes drive the policies and the policies bring in development that uplifts the socio-economic status and level of the environment for progress. So they are interdependent and not mutually exclusive of each other. Administration is seen as one of the most significant aspect of any societal arrangement as it makes possible the achievement of governmental function fulfillment. It has been observed that administration of any state happens to be an expression of various unique factors existing in society and is interdependent over other arrangements in the society that provides the stability of all structure in a society. Various scholars like George Orwell in their writings like 'Shooting an Elephant' books have given case studies of how they have seen practically that the administrative systems in different parts of the world perform differently in order to suit the environment or ecology they are set in.

15.9: SUMMARY

In summary, development administration is a multifaceted approach that combines policy formulation, strategic planning, efficient implementation, and inclusive governance to foster sustainable development and improve the well-being of a nation's citizens. Development administration is a dynamic and comprehensive approach to managing and implementing policies

and programs aimed at fostering sustainable economic, social, and political development. It recognizes the interconnectedness of various factors influencing a nation's progress and emphasizes effective governance, inclusive decision-making, and strategic planning. The success of development administration lies in its ability to adapt to changing circumstances, involve diverse stakeholders, and continually monitor and evaluate its initiatives. Through collaboration, capacity building, and a commitment to addressing the needs of all segments of society, development administration plays a crucial role in shaping a more equitable and prosperous future for nations. It is a continuous and evolving process that requires the dedication of competent administrators, the support of the public, and often collaboration on a global scale to overcome the challenges and complexities of development.

15.10: KEY TERMS

- **Implementation:** The process of putting development policies and programs into action, involving the execution of plans and the deployment of resources.
- **Inclusivity:** Ensuring the active participation and representation of diverse social groups in decision-making processes to promote equitable development
- **Transparency:** Openness and accountability in government actions and decision-making processes, promoting public trust and reducing corruption.
- **Adaptability:** The ability of development administration to adjust strategies and approaches in response to changing circumstances, emerging challenges, and new opportunities.

15.11: SELF ASSESSMENT QUESTIONS

- What is development administration? Discuss features of development administration.
- Discuss various models of development administration given by Riggs.
- Find out difference between development administration and traditional public administration.

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UNIT-16: CITIZEN'S PARTICIPATION IN ADMINISTRATION

Structure

16.1: OBJECTIVES

After going through this unit, you will be able to know:

- Meaning of citizen's participation

- About American Management Association

- Participative management

16.2: INTRODUCTION

Participative management is a presently fashionable phrase in management sphere. It means participation by the employees in decision making process of the organization they serve in so far as it affects their interests immediately or remotely. Citizen"s Participation in management is vital factor which demands for democratic leadership and human factor in administration. It increases the gradation of "We" feeling or cohesiveness where participants have with their organization. In present day administration citizen's participation has occupied a significant place for the smooth running of management system. In a democratic country like India citizen's participation in electing their leaders, through voting, is very necessary. It is essential not only for governmental administration but also for the private sectors. So, citizen participation in management is at the center of the whole management process.

16.3: MEANING OF CITIZEN'S PARTICIPATION

The core functioning of an organization is planning, organizing, directing, controlling, innovation and representation. In each and every step there is the citizen"s participation in management process. It is because management itself is an art where the efforts of the people are coordinated by the managers by using their skill and knowledge. Management also seek to achieve concrete practical result such as profit, growth etc. it is a personalize process. Citizen"s participation in management refers to participation of the employee for the smooth functioning and development of an organization. Participation is linked to motivation and performance. This improves employee"s moral job satisfaction.

Luther Gullick presents the test of effective management in a more comprehensive manner. He said true goals of management are to make the conduct of affairs technically sound, politically responsible, publicly acceptable, professionally approved and socially constructive.

Millett said there are values of good management. They are satisfactory service, responsive performance and good government. Satisfactory service means fair and equitable service. The equitable service means equal treatment to all citizens on the part of administration such as timely service, ample service, continuous service and progressive service.

16.4: FEATURES OF CITIZEN'S PARTICIPATION

Citizens' participation in administration is crucial for fostering a democratic and inclusive governance system. Here are some key features of citizens' participation in administration:

1. **Informed Decision-Making:**

Citizens should have access to accurate and timely information about government activities, policies, and decisions. Informed citizens are better equipped to participate meaningfully in the decision-making process.

2. **Transparency:**

Government processes and decisions should be transparent, allowing citizens to understand how and why certain choices are made. Transparency builds trust and encourages active citizen engagement.

3. **Accessibility:**

Participation mechanisms should be accessible to a diverse range of citizens, ensuring that different demographics and communities have the opportunity to voice their opinions and concerns. This includes addressing language barriers and providing accommodations for people with disabilities.

4. **Open Dialogue:**

Governments should encourage open and constructive dialogue between citizens and officials. Public forums, town hall meetings, and online platforms can be utilized to facilitate discussions and exchange of ideas.

5. **Consultation and Collaboration:**

Governments should actively seek the input of citizens in the policymaking process. Consultative processes allow citizens to contribute their expertise, experiences, and perspectives, leading to more comprehensive and inclusive policies.

6. **Feedback Mechanisms:**

Establishing effective feedback channels allows citizens to provide comments, suggestions, and criticisms on government initiatives. Responsive governance involves acknowledging and addressing citizen feedback.

7. **Empowerment:**

Empowering citizens involves providing them with the tools, resources, and information necessary to participate effectively. This can include civic education programs and initiatives that enhance citizens' understanding of their rights and responsibilities.

8. **E-Participation:**

Leveraging technology to facilitate online participation can enhance accessibility and reach a broader audience. Online platforms, social media, and mobile applications can be used to engage citizens in discussions, surveys, and other participatory activities.

9. **Community Engagement:**

Encouraging participation at the community level fosters a sense of ownership and responsibility. Local initiatives, neighborhood councils, and community forums provide avenues for citizens to engage in issues that directly impact their lives.

10. **Accountability:**

A key feature of citizen participation is holding government officials accountable for their actions. This involves mechanisms for oversight, such as audits, ombudsman offices, and judicial review, to ensure that the administration remains transparent and responsive.

11. **Continuous Education:**

Promoting continuous civic education ensures that citizens are aware of their rights, the functioning of the government, and the importance of their role in the democratic process.

16.5: AMERICAN MANAGEMENT ASSOCIATION

American Management Association identifies Ten Commandments of good management. They are

a- Assignment of clear cut responsibility to each and every executive.

b- Responsibility should be coupled with corresponding authority.

c- No change should be made in the scope of responsibilities of a position without a definite understanding to that effect on the part of all persons concerned.

d- No executive or employee, occupying a single position in the organization, should be subject definite orders from more than one source.

e- Order should never be given to subordinates over the head of aresponsible executive.

f- Criticisms of subordinates should, whenever possible, be made privately, and in no case should a subordinate be criticized in the presence of executive or employees of equal lower rank.

g- No disputes between executives as to authority or responsibilities should be considered to trivial for rapid and vigilant judgment.

h- No executive should ever be required, expected to be same time an assistant to and critic of, another.

i- Promotions, wage changes and disciplinary actions should always be approved by the executive immediately superior to the one directly responsible.

j- Any executive whose work is subject to regular inspection should whenever practicable be given the assistance and facilities necessary to enable him to maintain an independent check of the quality of his work.

16.6: CHARACTERISTICS OF PARTICIPATIVE MANAGEMENT

Participative management is a process includes the following characteristics.

a. It is a process of involving those citizens who are influenced by the decision making process of the government.

b. Here every citizen takes part in the matter of decision making process and certain that their needs must be fulfilled.

c. There is transparency and accountability in the administration.

d.   Citizens get enough opportunity to be their best self by participating in the process of administrative management.

e. Public opinion and free flow of voices and thoughts.

f. Initiatives taken by the people.

g. It is improved, more innovative and efficient work methods and procedures.

h. It helps in better communication between management and workers across work units.

i. It also brings attention and retention of the employees, reducing tardiness, turnover, and absenteeism. It is attending towards increased service and product quality.

j. It is more effective resolution of conflict and reduced number of grievances.

k. Better decisions can be taken

l. There is every possibility of growth of staff abilities and Improve confidence and job satisfaction.

m. Dennis Collins said that " work place democracy is inevitable". It shows that he emphasized on participative management.

16.7: SUMARRY

In conclusion, citizen's participation is a fundamental aspect of a vibrant and healthy democracy. It involves the active engagement of individuals in shaping the decisions and policies that affect their lives and communities. This participation can take various forms, from voting in elections to attending public meetings and volunteering for civic initiatives. Meaningful citizen's participation contributes to transparent and accountable governance, encourages diverse perspectives, and fosters a sense of shared responsibility among members of society. Ultimately, the active involvement of citizens is crucial for the overall well-being of a democratic society, ensuring that the voices of individuals are heard and considered in the processes that shape their collective future.

16.8: KEY TERMS

- **Accountability:** The responsibility of individuals, organizations, or governments to explain and justify their actions to the public and to face consequences for their decisions.

- **Empowerment:** The process of enabling individuals or communities to gain control and influence over their own lives, often through education, information, and participation.
- **Volunteerism:** The act of individuals freely giving their time and effort to a cause or organization without receiving financial compensation.

16.9: SELF ASSESSMENT QUESTIONS

- What do you mean by citizen's participation? Discuss its features.
- Discuss various process of citizen's participation.

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